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# REDUCTION OF COMMISSIONED PERSONNEL

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## HEARINGS

BEFORE THE

*U.S. Congress Senate*

COMMITTEE ON MILITARY AFFAIRS

UNITED STATES SENATE

SIXTY-SEVENTH CONGRESS

SECOND SESSION

ON

### S. 3113

A BILL TO REDUCE THE NUMBER OF OFFICERS OF THE  
REGULAR ARMY, AND FOR OTHER PURPOSES

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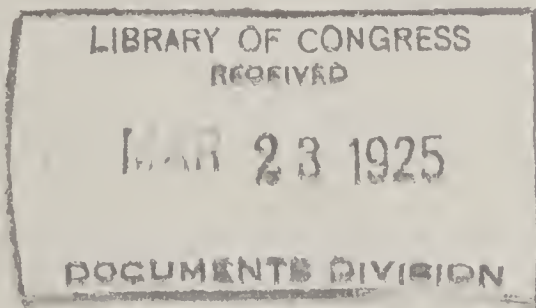
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# REDUCTION OF COMMISSIONED PERSONNEL.

FRIDAY, FEBRUARY 24, 1922.

UNITED STATES SENATE,  
COMMITTEE ON MILITARY AFFAIRS.  
Washington, D. C.

The committee met pursuant to call at 2 o'clock p. m. in the committee room, Capitol, Senator J. W. Wadsworth, jr. (chairman), presiding.

The CHAIRMAN. Gentlemen, there is before the committee Senate bill 3113, introduced by me, but prepared in the War Department under the direction of the Secretary of War, entitled, "A bill to reduce the number of officers of the Regular Army, and for other purposes," which is here printed in full as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That hereafter there shall be officers of the Regular Army as now authorized by law except that, until it shall be determined by Congress that conditions justify maintenance of the numbers now provided by the act of June 4, 1920, there shall be four hundred and ninety-four colonels, five hundred and fifty-five lieutenant colonels, one thousand eight hundred and fifty majors, three thousand seven hundred captains, five thousand seven hundred and thirty-five lieutenants, including first and second lieutenants and of whom not to exceed three thousand five hundred and fifteen may be first lieutenants, one thousand and fifty-three officers of the Medical Corps, one hundred and seventy-seven officers of the Dental Corps, one hundred and forty-four officers of the Veterinary Corps, eighty-one officers of the Medical Administrative Corps, and one hundred and thirty-six chaplains: *Provided*, That, until July 1, 1923, the total number of officers shall not exceed thirteen thousand. Hereafter no officer, whose name is carried on the promotion list, shall be promoted to the grade of first lieutenant until he shall have served at least three years in the grade of second lieutenant. The number of officers herein prescribed for any grade or branch shall not be exceeded except as authorized by this act. Hereafter the number of officers of the Medical Corps, Dental Corps, Medical Administrative Corps, and chaplains shall be as prescribed herein, notwithstanding any changes that may be made in the authorized enlisted or commissioned strength of the Regular Army.

Sec. 2. That for five months after the date of approval of this Act there shall be no promotions of officers of the Regular Army to any grade below that of brigadier general, and thereafter there shall be no promotions to any grade that would cause the number of officers authorized for such grade by section 1 of this Act to be exceeded. Vacancies existing in any grade below brigadier general on the date of approval of this Act, and not actually filled by the acceptance of a tendered appointment, shall not be filled: *Provided*, That nothing in this Act shall prevent promotions in the Medical Department and of chaplains as now provided by law.

Sec. 3. That within five months of the date of approval of this Act the number of officers shall be reduced to not to exceed the numbers prescribed in section 1 of this Act, and one hundred and ninety-four additional majors, three hundred and ninety-five additional captains, thirty-two additional officers of the Dental Corps, forty additional officers of the Medical Administrative Corps, and twenty-two additional chaplains: *Provided*, That the number of first lieutenants may be reduced to such number as the President may deem advisable: *Provided further*, That additional officers within the numbers herein prescribed are authorized only during such time as may be necessary, by retirement, discharge, and

other means, to absorb such additional officers and to reduce said grades and branches to the numbers prescribed in section 1 of this Act.

SEC. 4. That the Secretary of War shall convene a board of five general officers who, under regulations prescribed by him, shall select such number of officers, hereinafter designated as supernumerary officers, as may be necessary, in addition to officers removed from the active list by other means, to reduce to not to exceed the numbers to which reduction is to be made within five months of the date of the approval of this Act as prescribed in the preceding section: *Provided*, That for the Medical Corps, the Dental Corps, the Veterinary Corps, and the chaplains the number in each branch in each grade above captain shall be reduced not less than the same per centum that the whole number of officers of such branch is required to be reduced within five months of the date of approval of this Act.

SEC. 5. That, within five months of the date of approval of this Act, the President may, in his discretion and upon application from the officer concerned, place officers upon the unlimited retired list or discharge officers under the same conditions as to length of service and pay as prescribed in the following section of this Act for supernumerary officers: *Provided*, That no officer may be so retired or discharged whose retirement or discharge would reduce the number in any grade or branch below the number to which reduction is to be made within five months, as prescribed in section 3 of this Act: *Provided further*, That hereafter the President may, in his discretion, place upon the retired list any officer who, under existing law, may be retired on his own application.

SEC. 6. That supernumerary officers of more than ten years' commissioned service shall, within five months of the date of approval of this act or as soon thereafter as practicable, be placed upon the unlimited retired list with pay at the rate of 3 per centum of their active pay multiplied by the number of complete years of commissioned service, not exceeding 75 per centum. Supernumerary officers of not more than ten years' commissioned service shall, within five months of the date of approval of this Act or as soon thereafter as practicable, be honorably discharged with one year's pay unless they shall have more than seven and one-half years' commissioned service, in which case they shall be discharged with two years' pay: *Provided*, That supernumerary officers of more than ten years' commissioned service, who so elect, may be discharged with two years' pay in lieu of retirement and retired pay as herein provided.

In computing service under this section only service as a commissioned officer in the active service of the United States shall be counted: *Provided*, That any officer whose name is carried on the promotion list, who was originally appointed in a grade above second lieutenant, shall be credited with a length of service that shall be the same as that of the officer next above him on the promotion list who was originally appointed in the grade of second lieutenant prior to July 1, 1920; and any officer of the Medical Corps, Dental Corps, Veterinary Corps, or any chaplain, originally appointed in a grade above the lowest authorized by the branch in which commissioned, shall be credited with a length of service that shall be the same as that of the officer of said branch next senior in rank who was originally appointed in such authorized lowest grade; and captains and first lieutenants of the Medical Administrative Corps shall be credited with ten and five years' commissioned service, respectively, to which shall be added their actual service as commissioned officers since July 1, 1920; and any colonel, except of the Medical Department, whose name is not borne on the promotion list, and who was originally appointed in a grade above second lieutenant, shall be credited with the same service as the colonel, exclusive of colonels of the Medical Department, next senior in rank who was originally appointed in the grade of second lieutenant: *Provided further*, That any officer whose length of commissioned service is actually greater than that with which he would be credited under the foregoing proviso shall be credited with such actual length of commissioned service. Service shall be credited as prescribed in this section for the purposes of this act only.

SEC. 7. That hereafter there shall be no appointments in the Medical Department that will cause the number of officers of any branch thereof to exceed the number prescribed for such branch in section 1 of this act or that will cause the total number of officers of the Medical Department to exceed one thousand four hundred and fifty-five, exclusive of general officers now commissioned therein, and there shall be no appointments of chaplains that will cause the number of chaplains prescribed in section 1 of this act to be exceeded.



SEC. 8. That whenever the total number of officers of the Regular Army shall be less than the maximum number authorized by this act, the President may, in his discretion, order reserve officers to active duty with their consent within the limits of funds available appropriated for pay of officers of the Army, and within the vacancies existing in the Regular Army in the numbers authorized by section 1 of this act.

SEC. 9. That the officers provided by section 1 of this act shall be assigned to the several branches of the Army so that the number assigned to each branch, exclusive of the Medical Department and chaplains, shall be 82.4 per centum of the number prescribed for such branch by the act of June 4, 1920, but the President may increase or diminish the number of officers assigned to any branch by not more than a total of 35 per centum.

SEC. 10. That all laws and parts of laws, in so far as they are inconsistent with this act, are hereby repealed.

The CHAIRMAN. The legislation is of such great importance that it was obvious that the committee would want all the information which could be brought before it, and to be informed as to the opinion of the Secretary of War concerning the general situation in the Army, especially in the commissioned personnel. Therefore, this hearing was arranged, and the Secretary of War is here, and I know that you will all be very glad to hear him discuss this measure and anything relating to it.

#### STATEMENT OF HON. JOHN W. WEEKS, SECRETARY OF WAR.

Secretary WEEKS. Mr. Chairman, the purposes of the bill are not as much to reduce the number of officers in the Army as to make a redistribution of them. I have construed the law as requiring, when vacancies occur, promotions. Some question has been raised about the correctness of that construction, but, if it were not logical, the Secretary of War would be able to absolutely control the number of commissioned officers in grades in the Army, which I do not think he should do. I think the law means promoting when there are vacancies. That has resulted in filling the higher grades in the Army and leaving the second lieutenant grade practically without any officers. Fourteen thousand officers were appropriated for this year and there are now almost exactly 13,000 officers in the Army. I could have filled the second lieutenant's grade up to the thousand officers, but the two examinations that we had last year for vacancies in the second lieutenant's grade did not produce a great number; I think between four and five hundred. They were very stringent examinations, made purposely so, and no modification was made in any case. We felt that if we were going to take, from civil life, men into the Army, we ought to have men of the very highest grade and of the very highest qualities; and that standard was maintained.

Then, we have a very large class from West Point graduating in June next, and I rather felt that those first-class men were entitled to the next place in the service. Personally, I want to say that unless we do get, on the whole, better officers from West Point than we get from any other source it is idle to maintain the Military Academy. We do not, under present conditions, get from West Point many more than about one-third of the total number required to fill the vacancies which occur normally during the year. When I say "normally," I mean at this time, when probably there are more resignations and retirements than there would be if we had not recently been through a great war.

Now, having the distribution of the officers as it is now, we have too many colonels, too many lieutenant colonels, too many majors, and, instead of having officers in those grades to the same extent that we have, we should have men in the second lieutenant's grade. That is particularly desirable from the standpoint of the uses to which officers are being put. So many officers under present conditions are serving with volunteers, with the National Guard, and are training young men at camps, with the R. O. T. C. and in other capacities that the younger officers are quite as well, if not better, qualified for this service. They are especially well qualified in the training camps, which activity we carried on last summer, and which we are going to carry on to a very much greater extent this year, hoping to provide for the training of about 50,000 men. The officers used must be especially qualified for that work.

If any of you had the opportunity to observe the results that were obtained in the short time that we had these young men at the camps last summer,

entirely under the direction of regular officers, I think you would be amazed at the change in their condition in the short time which they served. It was an eye opener to me, and I thought I understood these conditions very well.

Of course, what I am saying is not all dependent on the number of men that Congress may see fit to give the department, although I think it will not be out of place for me to say, Mr. Chairman, that I think the Army has not more men than it should have for the purpose for which the Army should be used; but whether the number of men were 125,000, 140,000, or 150,000, it doesn't make any particular difference in the number of officers which I think are required. The number serving with troops under the conditions of distribution of troops which we have imposed on us would necessarily be almost as great as if the Army were 50,000 or 75,000 larger. It would simply mean that ranks would be more nearly full, and that there would be a few more troops at each of the 250 posts in the United States and the 40 posts outside the United States than now, if the Army were larger. So that the number serving with the troops does not vary greatly. More than one-half of the officers of the Army are serving in other capacities all of which are useful and necessary. It is only desirable from the standpoint of the Army to have these men of suitable rank and suitable quality.

Now, the proposition presented in this bill does not mean that the officers who are being retired are incompetent. It means that they are less competent than some others. We are all quite familiar with the fact that men in all walks of life are subject to change when they get to be 45 or 50 or 60 years of age. Some men go on with the procession. They study and learn all the time. They keep up with what is doing. Other men have not the incentive or the qualities to do that. They lag behind. I think I am not out of reason in saying that there are many of the older officers in the lieutenant colonel and colonel lists who have been good officers under the old standards which prevailed in the Army. Based on those standards they are good officers now, but they are not altogether modern in their accomplishments, and the Army could very well dispense with their active services. That is the real purpose of this bill.

We have a law now putting men in class B, which does, in a proper and logical way, get rid of incompetents—not of course without protest. It enables the Army to eliminate those who are not up to even a mediocre standard.

This law would not mean that kind of action, but it would mean the selecting of those who are least fitted for active duty to go on the retired list under the provisions of the bill. It is not a radically different policy from one which has been established by Congress for the selection of officers. As you know, we promote by seniority now up to the grade of colonel and then a board of general officers selects officers for an eligible list and from that list promotions are made to the grade of brigadier general; an excellent law, in my opinion. The number selected by the eligible board is sufficient to give latitude in selection by the appointing power. The method gets the opinion and judgment of the leading officers of the Army on their subordinates, and enables the appointing power to have the benefit of that opinion.

I do not think it is surprising, but it is rather gratifying that the officers selected by each of the three different boards which have acted under that provision of the law since the act of 1920 have been almost universally—not quite so, but almost universally—the same men as selected by the other two boards. So that there are now on the eligible list many officers who have been selected by all three boards as eligible for promotion, which seems to demonstrate that the senior officers of the Army are very generally agreed on the men who are best fitted for promotion to the grade of brigadier general. They can do equally well in selecting those least suitable for retention in active service.

Let me point out, Mr. Chairman, the general characteristics and purposes of this bill. We want less officers of the higher grades, and we want more second lieutenants. In consonance with the general policy of economy which has obtained in the War Department from one end to the other during the past year, I have not appointed a thousand officers which I might have done. They would have been useful for the purposes which I have briefly outlined, but it seemed to me that the time had come when that rather necessary expenditure might be avoided, so that we have saved the pay of a thousand men who could have been provided for under the law and under the appropriation.

The CHAIRMAN. Now, just to review for a moment the conditions which the Army faces, as I understand it: It is well to remember, is it not, that the basic law, the act of June 4, 1920, provides for and authorizes the appointment and maintenance of approximately 17,000 officers?



Secretary WEEKS. That is correct.

The CHAIRMAN. But the Congress, in the Army appropriation act applicable to this year, appropriated only enough money to pay 14,000 officers?

Secretary WEEKS. Yes, sir. That is right.

The CHAIRMAN. But the promotion still operated?

Secretary WEEKS. The promotion law still operated; yes, sir.

The CHAIRMAN. The promotion law read that vacancies occurring in any grade below that of brigadier general shall be filled by promotion of the officer next on the promotion list. As I understand it, it has been incumbent upon the department to continue to promote officers as those vacancies occurred?

Secretary WEEKS. That is the construction we placed on the law.

The CHAIRMAN. With the result that the grade of second lieutenant has been constantly emptied to fill vacancies in first lieutenant, and a good many vacancies in first lieutenant are made to fill vacancies in captain, and the grades above that are constantly kept filled?

Secretary WEEKS. Yes; that is correct.

The CHAIRMAN. With the result that the whole distribution is out of balance?

Secretary WEEKS. That is it, exactly.

The CHAIRMAN. I assume also that you, in a measure, have reached the belief that the Congress will not in the immediate future, at least, provide for more than 14,000 officers?

Secretary WEEKS. The department does not ask that it shall.

The CHAIRMAN. In other words, instead of 17,000 officers we have reached the point where we are pretty nearly agreed that they shall not exceed 14,000?

Secretary WEEKS. At this time?

The CHAIRMAN. At this time.

Secretary WEEKS. Yes.

The CHAIRMAN. Thereby compelling this redistribution, or at least making it seem wise?

Secretary WEEKS. Let me add a word there about the number of officers, Mr. Chairman. If we carried to its logical conclusion the organization of the Army as the law of 1920 provides, we are going to have a vast amount of duty to be performed by officers in connection with the reserves and the National Guard. The regular officer is the means through which that duty will be performed. That is the basis of the Army in time of war. You would not find any competent military opinion, in my judgment, even assuming that the number of men in the Army were to be somewhat reduced, who would be in favor of a reduction in the officers of the Army from substantially the present number. You may have noted a letter which Gen. Pershing put in the record in a hearing before the House Military Affairs Committee, written by Marshal Foch on that subject, which illustrates the position of competent military opinion.

Of course, none of us know what is going to happen in the future, but we do know what the law now requires. We know it means the training of a great many untrained men, and the best means of training them is through the officers of the Regular Army and under their direction.

Senator FLETCHER. Mr. Secretary, suppose if this bill should be reported and when it comes on the floor somebody should move to strike out "13" in line 8, page 2, and insert "12," so that the total number of officers shall not exceed 12,000, would the distribution of them, which you have specified above that, be changed pro rata or would there have to be a new arrangement in the different grades? Suppose the number of officers was made 12,000 instead of 13,000, the question in my mind is whether the distribution set out preceding that provision on page 2 would have to be rearranged or whether there would be simply a pro rata reduction in each grade. For instance, you have said, "There shall be 494 colonels, 555 lieutenant colonels, 1,850 majors, 3,700 captains," and so on down. You have specified that now, so that it takes care of the 13,000.

Secretary WEEKS. I think if that number were reduced it would mean a rearrangement of the percentages of grades in order to maintain the relative number that we think should obtain.

Senator FLETCHER. You could not simply reduce pro rata each of those grades?

Senator McKELLAR. You would have to rearrange the whole list of officers?

Secretary WEEKS. I think you would have to rearrange the proportion in each grade. We do not know until we come to make an examination. I take it, just exactly from what grades we would prefer to take those officers. Naturally, from the higher grades in most cases—colonels, lieutenant colonels, and

majors. But it might be possible that we would find more deficient officers in the lieutenant-colonel grade than in the grade of colonel. When I say "deficient" I mean relatively not up to the standard.

Senator FLETCHER. In section 2 you say, "That for five months after the date of approval of this act there shall be no promotions of officers of the Regular Army to any grade below that of brigadier general." Why not have that apply to the brigadier generals?

Secretary WEEKS. Well, it is not the purpose of this bill to reduce the number of general officers. We have not had any surplus in general officers for the purposes for which they are used. It might be possible to make some reduction, perhaps, without greatly impairing the service, but it had not been the intention of the department to do so.

Senator FLETCHER. This applies to promotion. "For five months after the approval of this act there shall be no promotion of officers to any grade below that of brigadier general." The question in my mind was why not stop the promotions entirely for five months?

Secretary WEEKS. For the reason that it is not the intention of the bill to reduce the number of brigadier generals. To continue promotions to brigadier general will help to reduce the number of colonels.

Senator FLETCHER. If you stopped the promotion, that would not necessarily reduce the number, would it? It would simply hold it as it is.

Senator NEW. If you promote to colonels and then do not promote from lieutenant colonels to colonels, you are at least reducing the number of colonels.

Secretary WEEKS. You are reducing the number of colonels, of course.

The CHAIRMAN. By resignations, retirements, and promotions?

Senator NEW. Yes; by resignations, retirements, and promotions.

Secretary WEEKS. I do not want to be in the position, Senator, of being the arbiter as to whether promotions shall be made to fill vacancies, even if I were justified in doing it under the law. You know what the pressure would be at once to promote to fill vacancies if any such discretion were left to the department.

Senator ROBINSON. What will be the probable effect of this bill if it is enacted upon the relative dignity and importance of rank in the Army, under the proposed law, as compared with the present law? Will this bill increase the dignity and importance of rank or diminish it?

Secretary WEEKS. I do not think it would make any material difference.

Senator ROBINSON. It will diminish the number of officers of certain high grades?

Secretary WEEKS. Yes.

Senator ROBINSON. Wouldn't that give added significance to those that are continued under the law?

Secretary WEEKS. It would be impossible to say that it would not give some added significance. If the number retired were very material in proportion to the total number, of course, it would.

The CHAIRMAN. The bill does not, of course, state the number of officers in the grades at present.

Senator ROBINSON. But the Secretary has stated that it contemplates the reduction of certain high-grade officers, and the thought occurred to some of us that perhaps it would have that effect and perhaps it might be a wholesome effect.

The CHAIRMAN. I was about to say in connection with that, as a matter of fact, the bill would result in the retirement of 105 colonels out of a total of 597.

Senator BURSUM. Are there 597 colonels now?

The CHAIRMAN. There are 597 colonels in the Army to-day or that is the authorized number. I think there are actually within four or five of that number.

Senator BURSUM. How many lieutenant colonels?

The CHAIRMAN. There are 674.

Senator ROBINSON. Do you mean the elimination of that many?

The CHAIRMAN. It contemplates the retirement of 115 lieutenant colonels.

Senator BURSUM. The difference between 555 and 674. The new bill calls for 555 lieutenant colonels?

The CHAIRMAN. Yes.

Senator BURSUM. And 494 colonels?

The CHAIRMAN. Yes.



Senator ROBINSON. It contemplates the retirement of those who are less efficient?

Secretary WEEKS. That is the purpose of the bill.

Senator BURSUM. How many majors are there in the service now?

Secretary WEEKS. I haven't that in mind now—2,222 according to the Army Register.

Senator BURSUM. And captains? Are some of those to be retired?

Secretary WEEKS. There are 4,451 now.

The CHAIRMAN. How many officers altogether does this bill contemplate for retirement?

Secretary WEEKS. It contemplates the elimination of 922.

Senator ROBINSON. Does the bill carry an arrangement or method by which the retirements are to be effected? I mean the selections for retirements, how they are to be effected?

Secretary WEEKS. Yes. A board of general officers is to make selections for retirement and the bill provides for the pay of those men on the retired list.

Senator ROBINSON. Is it anticipated that serious or great difficulty will be encountered in carrying into execution that provision of the law? I mean the selection for retirement of officers?

Secretary WEEKS. I have known of no such action being entirely easy or agreeable to everyone.

Senator ROBINSON. But the thought had occurred to me, and perhaps some others, that it would prevent many very great difficulties when you come to put it into practical operation.

Secretary WEEKS. They have simply got to sit down and take the records of those officers, take all the evidence that can be obtained relating to them, and sift that evidence and then make their selections based on the result of that. When I went into the department last year there were a considerable number of brigadier generals to be promoted. I not only took the records of the officers themselves and read them, but I consulted very many general officers who were not on the board that had made the recommendation for the eligible list, and tried to take the united judgment of records and value by those officers' associates and come to a judicial conclusion as to the best fitted men for the promotion. If this elimination is properly done, it will be done that way.

Senator ROBINSON. I suppose under any system that might be suggested that same difficulty would inhere. There would be complaints of discriminations involved?

Secretary WEEKS. That is involved in any such scheme.

Senator ROBINSON. I suppose that many applications to Congress for relief might result?

Secretary WEEKS. I am confident that there will be some.

Senator BURSUM. There are now four grades, and in those four grades 1,345 men; that is, from captain to colonel?

Secretary WEEKS. Yes.

Senator FLETCHER. Will the idea be to make a full report covering the whole situation at one time, or will you make different reports? I presume you will try to make one report?

Secretary WEEKS. Oh, I think it can be done in five months, and make a complete report. There is a provision in this bill that you may not have noticed, about serving in the lower grades a definite time before promotion. There has been some criticism that officers have been promoted before they had had an opportunity to serve a sufficient time in the lower grades. I think there is some basis for that, and this provides that before promotion a second lieutenant, for instance, shall serve three years in his grade.

Senator ROBINSON. What length of time would probably be required to work out the list of officers to be retired?

Secretary WEEKS. I think it can be done in five months.

Senator ROBINSON. Within five months?

Secretary WEEKS. Five months from the passage of the bill.

The CHAIRMAN. That is a provision of the bill itself, that it shall be done within that time.

Senator ROBINSON. Is there any provision in the bill for appeal from the decision of the board? I have not studied the terms of the bill. I mean the board appointed to determine the question of retirement?

Secretary WEEKS. The report of the board is subject to the approval of the Secretary of War.

Senator ROBINSON. So that that would constitute a review of the action of the board, in case the Secretary saw fit to give such consideration?

Secretary WEEKS. Yes. The Secretary would very naturally give a great deal of time and attention to individual cases, and to every case, to be sure from his standpoint that no injustice had been done.

Senator FLETCHER. It rather looks to me like that language in section 3 "Within five months of the date of the approval of this act" ought to read "after the date."

Secretary WEEKS. I have no objection to that change.

Senator BURSUM. Now, under this bill it is proposed to allow 494 colonels. You now have 597. In the process of elimination under this bill would you be limited to the excess of colonels in that elimination, or would you eliminate more than the excess and promote from the lower grade?

Secretary WEEKS. We would, naturally, eliminate only the required number.

The CHAIRMAN. Might I call the Senator's attention to section 2, "that for five months after the date of approval this act there shall be no promotion of officers of the Regular Army to any grade below that of brigadier general"; so that, while this selection was going on no promotions would take place at all.

Senator BURSUM. I had not analyzed the bill, and I did not know as to that.

The CHAIRMAN. So that the whole Army, as I understand, stands still while this job is being done.

Secretary WEEKS. That is it exactly.

The CHAIRMAN. And then promotion is resumed in the normal way.

Secretary WEEKS. Yes; in the normal way.

Senator FLETCHER. Except as to brigadier generals.

Secretary WEEKS. Except as to brigadier generals and major generals.

The CHAIRMAN. It has been suggested on some occasions that one way to reduce the number of officers in the upper grades is to stop all promotions until natural wastage reduces them down to the figures, we will say, suggested in this bill. What comment have you to make on that, as an alternative?

Secretary WEEKS. I am opposed to that. I think it is a very illogical and unwise method to proceed to make reductions which seem to be necessary. That retains in the service, in the natural course, many officers who should be eliminated if the reduction is to be made. It makes no discrimination between the good and indifferent and comparatively poor.

Senator MYERS. It would take a generation to accomplish it, would it not, Mr. Secretary?

Secretary WEEKS. Well, I would not say a generation, but it takes a considerable time. It would stop all promotions, of course, and that affects the morale of the service in a way which is harmful. We had exactly that condition in the Navy after the Civil War, when promotion was stopped for a long time. The result was that we had lieutenants who were the equivalent of the grade of captain in the Army who were serving as lieutenants when they had nearly reached the age of 50. That is very bad for the service. A man serving in a minor position until he reaches the age when he might well aspire to be in general command of something loses to a large extent his initiative and his capacity of command. It would be an unwise provision of the law, in my opinion.

Senator NEW. Yes. It would hold back the deserving fellow in order that one who was totally unfit might be kept in his place.

Senator MCKELLAR. How long would it take, have you any idea, to reduce it to the amount that you reduce it here?

Secretary WEEKS. That could be figured out. I don't think it has been, but it can be done. It is simply a question of taking the ages of the officers and seeing how many there are who would be retired annually in those grades.

The CHAIRMAN. You would have to figure out how long it would take 105 colonels to become eligible for retirement under the existing law; 115 lieutenant colonels in the same way, and so on down. When you come to figuring on 922 officers who can not be moved—can not be promoted—no one could be promoted, and you wait for 922 officers to reach the retiring age, you would have quite a wait.

Senator BURSUM. You have 1,345 officers?

The CHAIRMAN. As I understand, it is 922 that it is estimated are to be retired in the next five months.

Secretary WEEKS. That is the number that I understand.

Senator BURSUM. According to this list you have over 751 captains, 372 majors, 119 lieutenant colonels, and 103 colonels.



Senator ROBINSON. I understood you a few moments ago to say that this adjustment is justified without regard to any probable action that might be taken in the future concerning the number of men to be retained in the Army.

Secretary WEEKS. I so consider it, yes.

Senator ROBINSON. You think that whether the Army be further reduced or slightly increased this number of officers is necessary and will be adequate.

Secretary WEEKS. This number of officers is necessary for the entire purposes for which we use the officers of the Regular Army.

Senator ROBINSON. Senator Fletcher asked you a question about the probable effect of the further reduction of 1,000 of the number of officers, and that prompts the inquiry as to what would be the probable effect if it should be reduced by one-third or one-half. That is, if a very great reduction should be made?

Secretary WEEKS. Well, we are necessarily going to increase the use of officers in connection with the reserves and the National Guard. All this unusual work which did not exist before the war requires a quota of regular officers, and that probably is increasing. It will require more regular officers next year than it does this year. Then, we can not reduce the number of officers serving with troops materially unless there is a rearrangement of the entire location of troops in the United States and abroad. I said a little time ago that there are 250 posts of one kind or another in the United States where there are troops serving. Suppose there are 100 or 75 or 125 troops at some post; the number of officers that would serve with them would be nearly the same number with 75 as with 125.

Senator ROBINSON. I understand you to imply, then, that if a very great reduction, such as was suggested in my question, should be made, you would not only be unable to meet the requirements for an increase in the number of officers for assignment in connection with the guard service but you would be compelled to withdraw, or be unable to supply the present requirements.

Secretary WEEKS. We probably would be unable to supply future requirements. Incidentally, I would like to say, Mr. Chairman, that it is in the law that retired officers shall be detailed for certain services. I am opposed to that law. I hope the Congress will see fit to repeal that. There is not any real purpose in compelling the department to assign retired officers to any service. In fact, if we have a sufficient number of officers on the active list, as we should have, they are performing active duty, and when an officer is retired he should continue on the retired list as a retired officer, unless some unusual emergency arises. I would like to see that law repealed.

Another thing, in relation to the same general subject, we are promoting officers on the retired list constantly under the law. If an officer retires after 20 years' service and then gets assigned to duty as a retired officer and serves for five years or some other time, he is entitled to promotion if those who were in his same general standing have been promoted in the meantime. So that on the one hand we are compelled to use retired officers in certain places, and then, if they do serve, they get a promotion. The whole thing would be unnecessary if there was a sufficient number of officers on the active list. I think both provisions of the law are unwise.

The CHAIRMAN. As you know, Mr. Secretary, the joint committee of the Congress charged with the reporting of the pay allowance in the service, in the bill which it has decided to report, provides for the cessation of the promotion of officers on the retired list.

Secretary WEEKS. Yes.

The CHAIRMAN. I think that provision of the law to which the Secretary refers is to the effect that when retired officers are available and fit they shall be assigned to these specific duties.

Secretary WEEKS. Yes.

The CHAIRMAN. It is left to you, what little discretion there is left, so that you may say that an officer is unfit for that special duty.

Secretary WEEKS. There is constant pressure. Sometimes you can not say an officer is unfit, if he is on the retired list, to do school duty. You can not honestly say it, and there is constant pressure from officers on the retired list, through their friends, to get them assigned to active duty, so that as a result they will get an increase in pay and get promotion if they serve.

Senator ROBINSON. I wish you would explain to the committee the grounds upon which you base your objection to the provisional law which requires assignment of these retired officers to those duties.

Secretary WEEKS. I think the active officer who has been keeping up with the procession, as I might say, who has the latest knowledge of the military art,

is naturally better qualified for that service than a man who has been on the retired list and out of the service for a considerable time, and that is the reason we object to the reduction in the number of regular officers. There should be a sufficient number of regular officers on the active list to perform all of the services which the law requires.

The CHAIRMAN. It is to be said also that the retired officer is a good deal older than the active officer, and in many of these schools and special activities it is wise, is it not, to have young, active men who come in contact with the boys at the universities and the R. O. T. C. and the young men of the Guard.

Secretary WEEKS. It is better for them. I have frequent appeals—I have one to-day in my mail, to retire an officer who is approaching class B, and then assign him to certain definite duty with a school. In the first place, class B might get him, and in the second place he would not be the best available material for that school if he were on the retired list. Yet, that request comes, as do the requests that you gentlemen get, from an intimate friend of mine, who thinks that an appeal coming from him will have some weight.

Senator ROBINSON. I recognize the description.

The CHAIRMAN. Do any of the other Senators desire to ask the Secretary any additional questions?

Senator McKELLAR. Your recommendation is that that retired-officer provision be repealed?

Secretary WEEKS. I think the service would be better off if it were done.

Senator ROBINSON. That would still leave it optional with you to assign him to such service?

Secretary WEEKS. Yes; if there were necessity for it.

Senator McKELLAR. If you thought you were justified?

Secretary WEEKS. Yes.

Senator BURSUM. The excess under section 3 of captains and majors is reduced, I think, if I understand this right, 194 majors and 395 captains.

Secretary WEEKS. I haven't those figures really in my mind, Senator. I think perhaps Gen. Pershing can give you that testimony better than I can.

Gen. PERSHING. Under paragraph 1 the figures show what the new proportion would be, and the difference between that and the present number in those various grades would give the number to be eliminated. We are only eliminating 922 now, according to that, but under section 2 of the bill the rest are to be taken up by absorption. That will make whatever your figures are there, 1,345.

Senator BURSUM. Yes; but section 3 provides for additional majors and captains to the extent of 194 majors and 395 captains.

Gen. PERSHING. I beg your pardon?

Senator BURSUM. Section 3 provides: "That within five months of the date of approval of this act the number of officers shall be reduced to not to exceed the numbers prescribed in section 1 of this act, and 194 additional majors, 395 additional captains, 32 additional officers of the Dental Corps, etc."

Gen. PERSHING. Well, I referred to the wrong paragraph there. That would be the number to be reduced, at the outside, within five months. Then the rest, to get it down to the figures given in section 1, would be by absorption; some 538, or some such number; including the Medical Department, 683.

Senator BURSUM. By "absorption" does that mean that they will, in the ordinary course of events, be retired?

Gen. PERSHING. Well, yes; in the ordinary course of events they would be promoted, or possibly some be retired. There would be some deaths. It is the usual procedure.

Senator BURSUM. Some seniorities in other upper grades that will cause vacancies.

Gen. PERSHING. Yes; some promotions to the grade of brigadier general, which will make vacancies in every grade below.

The CHAIRMAN. Do you care to make any further statement, Mr. Secretary?

Secretary WEEKS. I do not recall anything now that I care to say.

#### STATEMENT OF GEN. PERSHING, UNITED STATES ARMY.

The CHAIRMAN. Gen. Pershing, the committee will be very glad to hear from you if you have any general statement to make or any details to point out. There are several details in this bill that are susceptible of discussion. It may be well, if you are prepared to do so, to trace the structure of the legislation.

Gen. PERSHING. In the preparation of this bill all of the different methods of reduction were given consideration, and this was concluded to be the most reasonable and the fairest to all concerned.



We have now approximately 13,000 officers on the active list, but as stated by the Secretary of War, of course they are not in the grades which they should be, because the promotions were made on the basis of 17,000 officers, as provided in the law of 1920, and naturally the construction put on the law was that all vacancies, as they occurred, were to be filled; so that it has given us a much larger proportion of officers in the higher grades than would be allowed on the proposed 14,000 basis.

It was concluded also that to undertake to eliminate all of these surplus officers on the 14,000 basis, would make it necessary to drop a number of officers who were really very efficient, and so we concluded to utilize both of the methods of reduction; that is, by elimination of a portion and absorption of the rest.

Now, the basis of this reduction is that we reach the 14,000 by using a horizontal percentage of 17.6, generally speaking. That gets us down to the numbers we desire to reach, but we do not apply it immediately in all grades. For instance, in the grades of major and captain only 8 per cent is applied at once, and the rest are absorbed.

No definite elimination is required in the grade of first lieutenant. There is no surplus there. The elimination of those officers of the single list would average about 10 per cent. As to the Medical Corps we encountered some little difficulty there because the present law fixed the number of medical officers in proportion to the number of enlisted men in the Army. It is  $6\frac{1}{2}$  per thousand of the number of enlisted men. We have now some 1,146. This law would reduce to the fixed number of 1,053, eliminating the percentage standard that now fixes the strength of the Medical Corps, the reason being that of course we have new duties for the regular medical establishment in connection with the organization of the National Guard and the reserves, and we feel that it ought to remain at about that number.

As to the other branches of the Medical Department, the dental and medical administrative corps are reduced in a similar ratio, and the same applies to the Veterinary Corps.

As to the elimination of these officers, there are several methods. In the first place, officers are permitted to retire and receive 3 per cent of the pay of their grade for every year of service, up to 75 per cent. That of course is something of an inducement—I mean it distinguishes an officer retiring under those circumstances from one retiring under class B, where they receive only  $2\frac{1}{2}$  per cent after a certain number of years' service.

Senator McKELLAR. Suppose there are not enough retired voluntarily, how would you go about selecting the others? How would you go about selecting the names you would take up to bring before the board?

Gen. PERSHING. Well, as a matter of fact, during the last few years we have very complete records of the services of all officers in the Army, and I think that with those records, lists could be prepared in a very brief time. The records are very complete, as in order to carry out this class B classification we have been forced to complete the records of every officer in the Army. Nearly all the general officers now could take a list of officers and scratch off the names of the least efficient. We have a very complete record of the standing and ability of the officers on file in the department.

The officers with less than seven and one-half years of actual service or constructive service would be discharged with one year's pay. Those from  $7\frac{1}{2}$  to 10 years' service would be discharged with two years' pay. All above 10 years would then come in under the general retirement clause entitling them to 3 per cent of their pay for every year of service.

As the Secretary of War stated, of course, there will be more or less dissatisfaction with this retirement of officers, but that would be expected under any and all circumstances. It is believed that the increase of rate of retired pay from the  $2\frac{1}{2}$  per cent of class B officers to 3 per cent per year of their active pay would be something of an inducement to officers who were on the verge of being selected for compulsory retirement to retire of their own volition.

Senator FLETCHER. Might I interrupt you there a moment, General? We want to be careful not to have this provision for retirement conflict with the general retirement law. In other words, have a provision retiring these officers complying with this act not to affect the general law on the subject of retirements. Have you got that sufficiently in the bill?

Gen. PERSHING. Well, we had rather hoped that there would be a more liberal attitude taken toward retirements. For instance, in this bill we provide for an extension of the present law, permitting retirement by the President of all officers who have reached the age of 62 years or have served over 45 years.

Senator FLETCHER. Section 5 says "that within five months of the date of approval of this act the President may, in his discretion and upon the application from the officer concerned, place officers upon the unlimited retired list or discharge officers under the same conditions as to length of service and pay as described in the following section of this act." The President can do that. I think that is a very good provision.

Gen. PERSHING. Yes. The proviso of this section would cause the President's authority to retire officers to be extended to all officers of over 30 years' service.

The CHAIRMAN. You might state for the purposes of the record, General, just what the present law provides as to retirement.

Gen. PERSHING. The present law requires retirement at the age of 64. An officer can be retired upon his own request at 62, or the President has authority to retire him at the age of 62, but within the discretion of the President an officer can be retired upon his own application after 30 years of service.

The CHAIRMAN. He has the right to retire after 40 years.

Gen. PERSHING. After 40 years his retirement is mandatory upon request, and upon being requested his retirement is within the discretion of the President after 30 years.

The CHAIRMAN. Then this proviso at the bottom of page 4 gives the President complete authority to retire any officer who has reached any one of these categories?

Gen. PERSHING. Yes; after 30 years' service.

Senator McKELLAR. He is retired also on account of disability?

Gen. PERSHING. Yes.

The CHAIRMAN. That is not affected.

Senator FLETCHER. What would you think about raising these limits some, General? Would that be a limitation that would be advantageous in these days when we are trying to economize, to raise those limits from 64 to 70, say, and from 30 years up to 40 years, or 40 up to 45, or something like that?

Gen. PERSHING. Well, it would make it difficult for us to eliminate a lot of men who have reached the point where our experience shows they are not fit for active service, and I do not think the age ought to be raised. I would rather see it lowered. Of course, there are exceptions to that, where men have held high rank that required nothing but the exercise of good judgment from a safe and secure position at some headquarters, but for real active service I do not think the age ought to be increased. As I say, I would rather see it decreased.

Senator FLETCHER. If you decrease it you will decrease your retired list there; you have got a large lot of men drawing three-quarters pay for nothing.

The CHAIRMAN. But to contrast that, you would have a larger active list of incompetents at full pay.

Senator FLETCHER. Well, this board could manage that, couldn't they? The board might manage that?

Gen. PERSHING. The board provided for in this law is only for the purpose of this particular reduction.

Senator McKELLAR. And when it is done, they go out?

Gen. PERSHING. When it is done they go out. There is no permanent provision by which a board of officers could act on any specific case.

The CHAIRMAN. It ought to be stated that these officers who are to be retired by this board are specifically "supernumerary officers," and they are constantly referred to throughout the act by that designation.

Gen. PERSHING. That means a certain number of officers in each grade which is in excess of the number prescribed in this bill.

The CHAIRMAN. Yes; but when the five months' task is finished and there are no longer any supernumerary officers, of course, the act ceases to operate?

Gen. PERSHING. Yes.

The CHAIRMAN. It is only for the purpose of this one act?

Gen. PERSHING. Yes.

Senator McKELLAR. That word "supernumerary" there is rather misleading. I asked Gen. Pershing a little while ago what it meant.

Gen. PERSHING. The result of this bill will be an elevation of the standard of efficiency in the service, without any doubt. Not only will it eliminate the officers of the various grades who are lowest in efficiency, but it will be a spur and a warning to all others. It will work two ways, so that you will get, I think, much greater efficiency in the service than would appear on the face of it.



Right there, it might be interesting to state that in the application of the law of 1920 the War Department has a new mission. In addition to simply training the Regular Army and keeping it up to a state of efficiency, it has the organization of the National Guard and the Organized Reserves; their amalgamation and the coordination of their work with that of the Regular Army itself, for the purpose of building up the Army of the United States. This is the first time in the history of the country that we ever had anything that even looked like a military policy. The War Department has undertaken, with a great deal of enthusiasm, the working out of this excellent plan, and we find in the National Guard and among the citizenship generally very great interest in it. Those three branches of the service are going along together harmoniously, quite actively, and all are interested in getting the results that ought to be expected. So, we are required, naturally in the Regular Service, to supply a large number of officers for this specific service; not that they will be required forever, because as the efficiency of the National Guard and the Organized Reserves increases there will be available an increasing number of younger officers from those two elements of the Army to assist in the instruction of the new men who come in as individuals and as members of units to fill up the ranks of those two elements. So that it is quite important now that the Regular Army be given every encouragement to do this sort of thing. The fact is, that while the Secretary has charged me especially with the conduct of that work, I have found a lot of difficulty in getting capable officers to assign to National Guard and R. O. T. C. units and to duty in organizing these reserve divisions. These should be the best we have, and we are now really short of officers for those services simply because we have not enough qualified officers. But we have many officers not qualified for these duties, and I believe we are moving along the right line in proposing to eliminate them.

The CHAIRMAN. It is a sort of additional qualification that is demanded of those men. They have to be men that can impart that military knowledge to citizen soldiers.

Gen. PERSHING. Yes.

The CHAIRMAN. And live with them.

Senator MCKELLAR. And get along with college authorities? They have to have more or less personality?

Gen. PERSHING. Yes. Then, the class of instruction is different these days from what it used to be. In the olden days it was ordinary barracks-yard drill, and the manual of arms, and that sort of thing. That was considered all that was necessary. Now these young men are provided with instructors, as far as possible, many of whom have had experience in the war, and as many as possible who have had training at Camp Benning, and often in 30 days' training that we give these young men in the summer time they are taken through, in a general way, the entire course of instruction to give them an idea of battle. In one camp last year they had something like a thousand or twelve hundred men, none of whom had ever seen a gun, never had on a uniform. They were taken hurriedly through the school of the soldier, the schools of the company and battalion, and actually themselves conducted an attack over varied ground, with the support of artillery, working out all the necessary steps leading to the assault. That is the training that is involved for these men; not that they are at all perfect or anywhere near it, but it gives them a conception of what the training is leading up to. That is the class of training that we are undertaking to give, and it requires efficient officers to do it.

Senator ROBINSON. Can you state approximately how many officers are required now for that class of service?

Gen. PERSHING. I can give you in a general way the number of officers that are engaged in school work. For the summer work we require quite an additional number of officers. The peak of our load comes in the summer time, when we have the training camps, when we have the National Guard units to train and the reserve officers' camps, and all of that. The figures I have would hardly give you just what you have asked for, but most of these men would be used for the summer training. We have at the Army War College a staff of 26 officers with 92 students.

Senator NEW. The students are themselves officers, are they?

Gen. PERSHING. Yes.

Senator FLETCHER. What is the grade of those officers?

Gen. PERSHING. No particular grade required. They are usually selected from among the field officers. They range from 32 to 45 or 48 years of age.

Senator ROBINSON. How are they selected? How is it determined who shall have the benefit of that training?

Gen. PERSHING. Well, we usually send the men who have graduated from the line school at Fort Leavenworth and also from the staff school at Fort Leavenworth. It is not necessarily so, but a large proportion of the officers who go to the War College are taken from the Fort Leavenworth graduates.

Now, to continue: We have the special-service schools. Each staff department and each branch of the service has a special school for the instruction of its officers in the particular duties of that branch or staff department. At these schools there are 659 staff and instructors—those are actually on duty now—and 1,283 students. At the Military Academy we have 180 staff and instructors. This would make the total number of officers at the schools 2,565. If we are going to fulfill the obligations that have been imposed on the Regular Army, I do not think those schools ought to be reduced at all. In fact, they ought to be increased rather than otherwise.

Senator NEW. What was the total?

Gen. PERSHING. Two thousand five hundred and sixty-five.

The CHAIRMAN. Those are officer teachers and officer students?

Gen. PERSHING. Officer teachers and officer students.

Senator WARREN. That is at this season of the year?

Gen. PERSHING. That is now.

Senator WARREN. In the summer it is considerably increased?

Gen. PERSHING. In the summer time the number of officers on instructional duty is considerably increased by taking the available officers from the troops that are near at hand—near the location of the training camps. We undertake to select especially the younger class of men who have recently graduated from Camp Benning or one of the special schools pertaining to one of the arms, who are fresh and keen on that work.

Senator PEPPER. It can no longer be said, then, that the Army is a service aloof from the life of the people; it has become, as I understand it, really a part of the great educational system for fitting young civilians for all kinds of responsibilities?

Gen. PERSHING. That is a very clear way to put it, Senator. It is just that.

It might interest the committee, Mr. Chairman, to know that I have just paid a visit to Champaign, Ill., at the invitation of the president of the University of Illinois, and witnessed a command of 2,500 men, in their R. O. T. C. units, drawn up in line for presentation of medals and for a little ceremony. I never saw a finer body of young men. They stand up straight; they are clean-cut; the uniforms are well fitted, and the president of the university said to me that that department was the most important department he had in his institution. He said, in substance, "I don't know whether you military men really appreciate it, but the effect of having this command in such splendid shape has materially increased the discipline of the university as a whole, and the efficiency of the students as a whole." Now, those men spent only from three to five hours per week in that work.

Senator ROBINSON. I do not want to stop your discussion. It is very interesting and very instructive, but before you get away from it I would like to get a little more definite idea of the total number of officers that during some parts of the year are required for this training and educational purpose. Five hundred and fifty are regularly employed there as teachers in the military schools, and in addition to that you have various summer activities. Will you explain a little more something about that and give approximately the number that are required there?

Gen. PERSHING. Well, I can give you the actual numbers that we had last year. Last year we undertook to train 12,000 in the citizens' military training camps—12,000 men in 10 or 12 different camps. The students at each one were organized into a regiment. I do not remember exactly how many officers they had, but something like 10 or 12 officers to each camp, especially for training, besides those who were necessary to provide medical attention and the quartermasters who were to provide food. Those boys were not required to do anything except military work; so that the Regular Army detachments or organizations really prepared their camp and did everything in the line of



policing and feeding that was necessary to be done. The entire time of the students was devoted to military instruction. So, you see that takes up quite a number of officers.

I could have that all figured out in detail if you desired it.

Senator ROBINSON. I think it would be valuable, if it is not too much trouble.

Gen. PERSHING. It is not any trouble at all.

The following was furnished in compliance with Senator Robinson's request: Immediately prior to and during the camps a number of Regular Army officers equivalent to about 6 per cent of the number of young men to be instructed in the camps is required. The number of men instructed depends upon the appropriations. This year it is anticipated 27,000 will be in attendance. This will require about 1,620 officers. The officers will be on this special duty for about six weeks. These officers will be drawn from the general pool of officers maintained for the Military Establishment as a whole. The principal sources from which they will be drawn are the service schools, the R. O. T. C., the National Guard, and the Organized Reserves.

It is not contemplated that officers be maintained solely for this or any other duty requiring their services for only a portion of their time. It is manifest, however, that the general pool of officers must be sufficiently large to provide, without serious impairment of other activities, the officers needed for the civilian military training camps and other short periodic activities, most of which occur in the summer training season.

Senator ROBINSON. How long do these activities usually continue—these citizens' training camps?

Gen. PERSHING. Well, including the preparation for them—we are beginning now to make plans for next year for training something like 27,000; that is, this coming year. That is more than double what we had last year. It is a pretty large undertaking, because we have to select the location of those camps and prepare them to house those men or to put them under tents; send their commissary supplies, necessary clothing, equipment, and food, and all of those things that are necessary.

Senator FLETCHER. How do you get an idea of the number you will have to take care of each year, General? Do you have applications come in?

Gen. PERSHING. Well, last year my recollection is that we had 60,000 applicants.

The CHAIRMAN. And your appropriation held you to 12,000?

Gen. PERSHING. Our appropriation held us to 12,000. I believe myself that this next year we could have 100,000 if we had the money.

Senator FLETCHER. The interest is really growing in it?

Gen. PERSHING. Very, very much; but we have only asked this year for the 27,000.

The CHAIRMAN. Senator Robinson asked you how long it continued. It is five weeks, is it not?

Gen. PERSHING. The actual training is four weeks from the day they arrive until they depart.

Senator McKELLAR. How many officers in the Army are stationed outside of continental United States?

Gen. PERSHING. We have on foreign service to-day 1,907 officers.

Senator McKELLAR. Does that include military attachés?

Gen. PERSHING. Well, no. It includes officers with organized units.

Senator McKELLAR. In our foreign possessions?

Gen. PERSHING. Yes, sir. That is, on duty with troops. It does not include military attachés.

Senator ROBINSON. How many officers are with the army of occupation now?

Gen. PERSHING. Well, Senator, there are something like about 5,000 men left there now, but orders have recently been issued reducing that down to 2,000. I do not know how many officers there are, but the orders will bring the numbers down considerably.

Senator McKELLAR. I think it would be wise for you to give how the various officers of the Army are distributed now, in what capacity, and things of that sort, so that we can have it in the record.

Gen. PERSHING. I have that here on some rough notes, but I can make that out accurately and put it in the record.

Senator McKELLAR. I think it would be very interesting if you would do that.

*Tabulation showing the distribution of present commissioned personnel of the Regular Army by functions.*

## PART 1.

For duties independent of enlisted strength of Regular Army component:

I. General administration and overhead—		Number.
1. War Department General Staff-----		102
2. Offices of branches-----		479
3. Civil, semimilitary, and military duties-----		319
4. Corps area staffs-----		415
5. Depots, arsenals, hospitals, and miscellaneous-----		1, 071
Total -----		2, 386
II. Service schools—		
1. General service schools-----		446
2. Special service schools-----		1, 928
3. United States Military Academy-----		179
4. Students' special courses-----		108
Total -----		2, 661
III. Reserve military forces—		
1. National Guard -----		208
2. Organized reserves -----		247
3. Reserve officers' training corps-----		654
4. Training centers-----		105
Total -----		1, 214
Total for overhead for Army of the United States-----		6, 261

## PART 2.

For duty with organizations of the Regular Army component:

IV. Expeditionary force in United States—		
1. Active Regular Army units-----		4, 269
V. Coast defense, United States—		
1. Coast Artillery commands-----		389
2. Air Service and Staff Department officers-----		123
Total-----		512
VI. Insular garrisons—		
1. Philippine Islands-----		675
2. Hawaii -----		452
3. Panama Canal Zone-----		326
4. Porto Rico-----		37
5. American forces in Germany-----		404
Total-----		1, 894
Total for Regular Army components-----		6, 675

Summary:

Part 1. Overhead for whole establishment-----	6, 261
Part 2. For active Regular Army-----	6, 675

For all purposes----- 12, 936

Gen. PERSHING. The Senator just asked about the number of officers on duty at schools as instructors and staff and as students. That reaches a total of 2,565. Then for what we call the overhead you have in the War Department General Staff 104, in the offices of the various branches 475, miscellaneous 291. I don't know that it is necessary to go into all these details.



The CHAIRMAN. I think it does no harm.

Gen. PERSHING. The total, including that sort of thing and miscellaneous civil and semimilitary duties, depots, arsenals, hospitals, and so on totals 2,276.

I have undertaken to reduce the number of officers on those duties, especially here in Washington. I believe that the General Staff itself and the offices of chiefs of arms can be reduced so that we can cut that figure considerably. The next item would be officers for duty with the National Guard, Organized Reserves, and R. O. T. C., and for training centers. We have only 194 officers on duty with the National Guard and the Chief of the Militia Bureau reports demands that would cause an increase of that number to 225 immediately.

The CHAIRMAN. As a matter of fact, that demand comes from the National Guard itself?

Gen. PERSHING. That comes from the National Guard itself, yes.

Senator ROBINSON. In that connection say why it is not supplied.

Gen. PERSHING. Well, we have not the available officers to supply them, really, without just taking them from the duties that we consider more necessary for the moment. Transportation also comes in there.

The CHAIRMAN. It might be stated that the transportation appropriation in the army appropriation bill is so small that these officers can not travel to take positions with the guard.

Gen. PERSHING. Yes. Now, the Organized Reserves; we have 121 officers on duty when really our plan calls for a little over 1,000. It calls for 1,154. That is, of course, when we get far enough along to begin to hold some sort of instruction in these 27 reserve divisions. We need a few more now. We ought to have 500 or 600, I should say, in order to help organize these divisions, but we have only 121.

In the R. O. T. C. units, which correspond to that unit that I spoke of at the University of Illinois, we have 650 officers, all doing most excellent work.

Senator ROBINSON. In that connection there have been a number of reports made to the chairman of this committee.

The CHAIRMAN. Yes; and the committee had them printed as a public document.

Senator McKELLAR. That is one of the best services you have got?

Gen. PERSHING. It is. It is a splendid service.

Senator McKELLAR. You have a great many noncommissioned officers in there, too?

Gen. PERSHING. Yes, sir.

Senator McKELLAR. And they have all been doing good work as far as I have been able to tell.

The CHAIRMAN. There were about 40 university presidents replied out of the 42 or 43, and with one exception they were very enthusiastic.

Gen. PERSHING. We have a number of officers at what we call our training centers. The total of these officers on staff and detached duties is 6,962; adding thereto the officers on foreign service and with organizations in the United States runs the total up to just about the 13,000. The officers actually perform those duties to-day, none of which, as far as I see, can be eliminated without reducing the efficiency of the service.

The CHAIRMAN. Now, this bill provides that that number, 13,000, shall be adhered to for the next fiscal year, does it not?

Gen. PERSHING. Yes, sir.

The CHAIRMAN. And that thereafter it may go to 14,000 and remain there?

Gen. PERSHING. Yes, sir.

The CHAIRMAN. So that for the next fiscal year you are not going to ask of the Congress an appropriation for more than the 13,000?

Gen. PERSHING. Thirteen thousand.

The CHAIRMAN. But you do ask for that 13,000 to be better distributed in the grades?

Gen. PERSHING. Yes, sir.

The CHAIRMAN. General, there was one little point, comparatively easy, but it might have some importance, that I wanted to bring to your attention. It has been suggested to me—my mind is open on the subject—in section 6 at the top of page 5 we find that provision for retirement, and it is to be noted that commissioned service only is to count in the computation of the retirements. The suggestion has been made to me personally that enlisted service be also counted in the event that the officer affected had served as an enlisted man prior to receiving his commission. In other words, you have

got quite a number of officers who were formerly noncommissioned officers—enlisted men, who have been officers only a very few years, but who have been in the Army 20 or 25 years, and the point was raised, Should that enlisted service count and be put to their credit in calculating the retired pay?

Gen. PERSHING. Of course, if it were counted it would increase very materially the cost in a number of instances, but I should think it ought to have certain weight; whether it had full weight or not I am not prepared to say without making some figures on it.

The CHAIRMAN. I say now my mind is open on it, but it is an interesting point. You take an officer of only three or four years service who had been an enlisted man for 20 years, and under this he would be discharged with one year's pay, and he is now we will say close to 50 years old.

Gen. PERSHING. Well, of course, there is precedent for it in the fact that officers who graduated from the Military Academy are allowed to count their four years' service there.

The CHAIRMAN. Not since 1916? The statute was changed. The officers who came in in 1916 did not get the Academy service.

Gen. PERSHING. Yes; that is true.

The CHAIRMAN. Of course, if the enlisted service was included here, the same argument would apply for the inclusion of West Point service, which has been definitely abolished in the changing statutes.

Senator ROBINSON. Of course, the effect of that arrangement would be to very greatly increase the cost.

The CHAIRMAN. Depending upon how many officers who were former enlisted men would be among those supernumerary officers. There might be very very few of them.

Gen. PERSHING. I can have some estimate made on that. (The estimate is appended, marked "Exhibit A.")

#### EXHIBIT A.

##### ESTIMATE OF ADDITIONAL COST OF CREDITING ENLISTED SERVICE FOR PAY UPON ELIMINATION.

1. Of the colonels now in the Army 79 have enlisted service to their credit. As we are eliminating 17.6 per cent of the colonels, it may be assumed that 17.6 per cent of those with enlisted service will be included. This would mean the elimination of 14 colonels having enlisted service. Their average enlisted service would be at least three years, sufficient to bring the retired pay of all of them up to 75 per cent. In fact their retired pay, not counting enlisted service, will, in most cases, be 75 per cent so that there is very little difference financially due to counting enlisted service for officers in this grade.

2. The present lieutenant colonels have enlisted service, as follows:

Less than 5 years	249
5 to 10 years	15
10 to 15 years	4
15 to 20 years	1
20 years or over	0

Assuming 17.6 per cent of these to be included in the elimination would result in the retirement of 47 lieutenant colonels at 75 per cent pay instead of 66 per cent pay. The additional retired pay due to counting enlisted service would be 9 per cent or \$405 per year for each officer. The increased cost per year for the 47 officers would be \$19,035. If these officers are on the retired list 25 years the additional cost would be \$475,875.

3. The present majors have enlisted service as follows:

Less than 5 years	363
5 to 10 years	64
10 to 15 years	15
15 to 20 years	9
20 years or over	1

Total 452

Of the majors to be eliminated it may be assumed that if enlisted service is counted about 6 per cent of the above will be retired (having over 10 years' service to their credit), and about 2.8 per cent will be discharged (not having



10 years' service to their credit) with 2 years' pay. Applying these percentages to the above 452 we would have 27 majors with enlisted service to retire and 13 to discharge. The average commissioned service of the 27 majors would be about 15 years; the average enlisted service would be about 5 years. The additional cost for each would be about 15 per cent, or \$600 per year. For the 27 the additional cost would be \$16,200 per year. If these 27 remain on the retired list 30 years, the total additional cost would be \$486,000. The actual additional cost will be greater than this, as a portion of the 27—it is impossible to say how many—would probably, if enlisted service were not counted, be discharged with two years' pay.

Of the 13 majors discharged, it appears reasonable to assume that the only effect of counting enlisted service is to give about four of them two years' pay instead of one year's pay. The additional cost because of this would be about \$13,200.

The total additional expense in the grade of major, due to counting enlisted service, would be about \$500,000.

4. The present captains have enlisted service as follows:

Less than 5 years	1, 002
5 to 10 years	210
10 to 15 years	110
15 to 20 years	172
20 years or over	31
Total	1, 525

As the total elimination of captains is about 9 per cent, it may be assumed that 9 per cent of each of the above groups would be eliminated. The average length of commissioned service of the captains is 5.5 years. Counting only such service, they would all go out with one year's pay. For each of the above groups it may be assumed that the average enlisted service is as follows:

	Years.
Less than 5 years	2.5
5 to 10 years	7.5
10 to 15 years	12.5
15 to 20 years	17.5
20 years or over	25.0

And of each group we would be eliminating the following number:

Less than 5 years	90
5 to 10 years	18
10 to 15 years	10
15 to 20 years	16
20 years or over	3
Total	137

The 90 of the first group would receive two years' pay instead of one, an increased cost of \$237,600.

The 18 of the second group would be retired with 39 per cent pay instead of being discharged with one year's pay. Assuming they would remain on the retired list 30 years the additional cost would be \$554,688.

The 10 of the third group would be retired with 54 per cent pay instead of being discharged with one year's pay. Assuming they would remain on the retired list 25 years the additional cost would be \$390,000.

The 16 of the fourth group would be retired with 69 per cent pay instead of being discharged with one year's pay. Assuming they would remain on the retired list 20 years the additional cost would be \$688,128.

The three of the fifth group would be retired with 75 per cent pay instead of being discharged with one year's pay. Assuming they would remain on the retired list 15 years the additional cost would be \$103,320.

For the total of 137 captains the additional cost due to counting enlisted service would be \$1,973,136.

5. The only first lieutenants to be eliminated having enlisted service would be those in the Medical Administrative Corps. There will be only three of these and the additional cost would be negligible.

6. The total additional cost of counting enlisted service under the assumptions made in the above estimate would be as follows:

Colonels .....	Negligible.
Lieutenant colonels.....	\$475, 875
Majors .....	500, 000
Captains .....	1, 973, 136
First lieutenants.....	Negligible.
<hr/>	
Total .....	2, 949, 011

This cost is spread over an average period of 20 years, the average cost per year being \$147,450. For the first year the cost would be considerably above the average due to the two years' pay to officers discharged. The conditions assumed are average. It is fair to presume that crediting enlisted service will make retirement so attractive to officers having such service that applications will be stimulated and the cost be greater rather than less than that above computed.

7. The preceding data illustrates the effect of counting enlisted service only. Consistency would require that, if enlisted service be counted, credit should also be given for cadet service. Demands will also be made to count reserve and National Guard service. All of these would, of course, add still more to the expense of elimination.

Senator McKELLAR. It might count so much, very properly I should think, if a man had been in the Army 25 years and he is appointed as an officer during the war and made a capable officer, it seems to me that his service as a private or as a noncommissioned officer should be considered.

Gen. PERSHING. I think it is a point worthy of giving serious consideration to, because what the Senator says is exactly true. A man is certainly entitled to credit for loyal and faithful service in any grade of service.

Senator FLETCHER. There are cases like this—I don't know whether they would come under the provisions of this bill or not, but cases where men have served as officers in the National Guard for a number of years and the National Guard was sent to the border and they saw service on the border. Now, there was a hiatus between the time they had that service there and the time they were federalized. The commissions of those officers would only date from the time they came into the Federal service, whereas these officers have actually served on the border as National Guard officers, and served for years in the National Guards. Under this bill it says, "in computing service under this section only service as a commissioned officer in the active service of the United States shall be counted."

Senator McKELLAR. Can't you make some investigation and make some recommendation about it?

Gen. PERSHING. Yes; I will be glad to do so.

The CHAIRMAN. It is to be said in that connection that if we start giving credit for other than service in the active service of the United States we are going to open up a pretty wide field. It is true that the National Guard went to the border. The average length of service there was not over six months. It would not amount to much; but there are various other things to be considered.

Senator McKELLAR. Yes; I was thinking more of the enlisted man's service than I was the other. I think that is more important, because I think a good many officers were brought into the Army under the act of 1920 that were really in the Army a long time as enlisted men and they gave good service during the war.

Gen. PERSHING. There is another class of men who would come in. A great many who were appointed under the act of 1920 held commissions and were officers during the war for a period of two or two and a half years.

Senator McKELLAR. Yes. That ought to be considered.

Gen. PERSHING. Yes; that is another.

The CHAIRMAN. I think it would be wise to cling to "service of the United States," because we will get all kinds of requests if we do not.

Do you have anything special to say about the Medical Corps end of this? A great deal of the bill is devoted to them, to take care of their special difficulties.

Gen. PERSHING. Well, I do not know that I have anything more to add there. Of course, under the present law the strength of the Medical Corps is always fluctuating. It depends upon the size of the Army. This law provides that it



shall be a fixed number. I believe that if the Army should be reduced, the additional numbers over and above six and one-half per thousand would be necessary anyway in connection with the instruction of medical units and for service with the National Guard and reserves.

The CHAIRMAN. In other words, there is a number below which it is not safe to reduce the Medical Department, irrespective of the size of the Army?

Gen. PERSHING. I think so; yes, sir.

The CHAIRMAN. You figured out that that number is what?

Gen. PERSHING. One thousand and fifty-three. That is for the Medical Corps.

The CHAIRMAN. The whole department 1,455?

Gen. PERSHING. Yes, sir.

The CHAIRMAN. That includes the Dental Corps and the veterinaries?

Gen. PERSHING. Yes, sir; and the Medical Administrative Corps.

Senator FLETCHER. Is there any particular reason for the precise percentage set forth in section 9, or are those just arbitrary figures? "The officers provided by section 1 of this act shall be assigned to the several branches of the Army so that the number assigned to each branch, exclusive of the Medical Department and chaplains, shall be 82.4 per cent of the number prescribed for such branch." Is there any reason for specifying the exact percentage there?

Gen. PERSHING. Well, that is really based upon the fact that the new strength will be 82.4 per cent of the strength provided by the law of 1920. It is stated there, I suppose, for the purpose of clarity, but if you will read a little further on you will see: "But the President may increase or diminish the number of officers assigned to any branch by not more than a total of 35 per cent." So it gives the President some discretion there in which he may assign officers of the Infantry for duty with the Cavalry or Artillery, or vice versa, which is a very good thing in general. Too often officers of one branch have known very little of the technical use of the arms or technical use of units of other branches. So that it is the purpose of the War Department now, aside from the fact that they might need them, to give them a certain amount of service with the other arms. It makes a broader man. The arms in general have to understand each other in order to get the best results, and we want each man to have as much knowledge of all the other branches as possible.

I think that I have covered everything, Mr. Chairman, except that I brought here a statement that I had prepared with reference to military policy, which, if adopted, would have a direct bearing on the location of the different units to the different elements of the Army.

The CHAIRMAN. That statement might just be read and then inserted in the record at this point.

(The statement submitted is as follows:)

#### STATEMENT SUBMITTED BY GEN. PERSHING.

The law of 1920 has provided us with a basis upon which to build a really efficient military system, but there are certain principles involved that should be understood in order that all elements may work harmoniously together with the common end in view. The World War has materially changed the relation between the professional soldier and the citizen soldier, and each has learned something of the better side of the other. At the same time each realizes the necessity for both in time of war, and that preparation in peace should be conducted to secure unity of action when war comes upon us.

In view of a possible reduction in the strength of the Regular Army, although relatively small at present, the consideration of the development of a National Army from an economical standpoint becomes especially important. The national defense act directs the War Department to organize in peace those units which may reasonably be required upon mobilization. That is, it should form these units with sufficient personnel to assure the required expansion in an orderly fashion. In the formation of these organizations the law provides three categories as to personnel:

First. Regular soldiers, limited in number under the original law and recently still further limited by appropriation acts.

Second. National Guard, limited in number by existing law.

Third. Reservists, whose number is not limited by law.

The cost of maintaining personnel in these three categories varies greatly, that in the Regular Army being greater than in the National Guard, which in turn is greater than the cost of the reserve personnel, which in peace is rela-

tively the lowest per capita. In organizing the Armies of the United States as a whole, the above statement suggests the following economic principle:

In organizing the peace establishment, no unit should be maintained in a more expensive category if it can be safely and advantageously maintained in a less expensive category, and mobilized therefrom in time to meet the requirements of an emergency.

In the adoption of this conclusion, it would, of course, be understood that Regular Army organizations must be maintained for duty in foreign garrisons, upon the Mexican border, for emergency service at home or expeditionary purposes abroad, and for all other duties which, in the nature of things, could not be performed by citizen soldiers. It would, however, preclude the formation of units in the Regular Army that could be mobilized in sufficient time from the citizen army, and it would also mean that maintenance of units in the National Guard would not be undertaken which could be mobilized in time from Organized Reserves. Under our present organization there are certain units that in themselves have no power of expansion, and whose employment in war would only be possible through their development in the citizen army itself.

The application of this principle would lay the foundation for a military organization at a minimum cost. The tendency would be to develop organizations of the citizen army for those functions of national defense which could safely be left to citizen personnel. Although just how far this could be applied has not been determined, yet it seems to be sound from an economical standpoint and it conforms to our national political instincts.

In pursuing this conception of our national defense problem, every effort would be made on the part of the regular officers to provide an enlarged system of national training for the citizen elements of our armies, both National Guard and reserves, that would arouse and hold the interest of those elements. This leads up to a second conclusion which may be stated as follows:

The primary mission of the regular personnel within the United States is to develop the National Guard and the Organized Reserves, and to establish a national training system.

The application of these principles involves the whole problem of our national defense program, but there are many practical difficulties to be met that must receive careful consideration. The main obstacle is that military training in this country is entirely voluntary and that the personnel can not be compelled to train over a period of years. There are indications, however, of a general awakening as to national defense, and that it is great enough to warrant the belief that, though voluntary, such a system would be successful. An increasing interest is manifest in the National Guard; a large number of reserve officers have voluntarily accepted appointments; reports are favorable as to the success of the Reserve Officers' Training Corps, and much enthusiasm exists as to citizens' military training camps. All of these point to a greater appreciation throughout the country of the value of military training to the individual and its necessity to national security and preparedness.

The full development of this system as planned can not be carried out by the Regular Army alone, even at its present size, nor is it advisable that all instruction be given by regular personnel. The assistance of reserve officers must be invoked, and it is advantageous to do so. Whenever we employ a reserve officer, even temporarily, to perform these duties, we not only decrease the peace cost, but we increase the efficiency of reserve personnel that much. So we are able to deduce another principle, which can be stated as follows:

In training the citizen army we should employ as many reserve officers and noncommissioned officers as possible as student instructors and staff personnel in our training camps and other training establishments.

This brings up the question of just how best to utilize the professional personnel of the Regular Army in order to perform successfully its primary function of training the citizen army. The regular personnel may be divided into two distinct parts, one to be concerned with training the citizen army and organized into special units for that purpose, while the other would be set apart for such duties required as maintaining foreign garrisons, border patrols, expeditionary forces, and other purposes not specially connected with citizen training. Or, on the other hand, the personnel of the Regular Army within the limits of the United States may be formed into military units having these functions combined.

The first plan is without doubt the more desirable because it permits the selection and development of special personnel required for citizen training, while under the second the Regular Army organizations would be engaged partly



in preparation for strict military duties, and the citizen training would become only an incidental function, so that when the regular units should be actually employed in a military emergency, the plan of training citizen soldiery would break down. This leads to the statement of another principle, which is as follows:

"That portion of the Regular Army not required for general overhead purposes shall be formed into two separate forces—one composed of training organizations, distributed in the several corps areas, and the other an expeditionary force composed of Regular Army units at effective strength ready for immediate service and stationed according to convenience for service."

In developing the National Guard and Organized Reserves the professional soldier is indispensable, but his employment should be such as to encourage the initiative and self-reliance of the officers of these organizations. The details of a system based upon the above principles must be carefully worked out, and of necessity will have to be gradually applied.

The CHAIRMAN. Is there any further statement that you wish to make, Gen. Pershing?

Gen. PERSHING. No; I don't think so.

The CHAIRMAN. In a letter from the Secretary of War, or perhaps it was from you, it was suggested that the committee might want to summons some other witnesses, and a list of some officers was attached. We can take that matter up later whether we want to continue the hearings.

Gen. PERSHING. Yes, sir.

The CHAIRMAN. Are there any questions that any of you Senators wish to ask the general before he goes.

Senator SHEPPARD. Did you give us the total number of officers in the Medical Corps?

Gen. PERSHING. Yes. The total number that we propose in the bill?

Senator SHEPPARD. Yes.

Gen. PERSHING. One thousand one hundred and forty-six.

Senator SHEPPARD. Is that the number in the bill?

Gen. PERSHING. No. That is the present number.

Senator SHEPPARD. The number in the bill is what?

Gen. PERSHING. One thousand fifty-three.

Senator SHEPPARD. It is not proposed to reduce that very materially?

Gen. PERSHING. No. We do not think that the size of the Medical Corps ought to depend entirely upon the number of enlisted men in the Regular Army. This is put in as a substitute for the present plan by which the size of the Medical Corps is fixed according to a certain percentage, as you will recall—6½ per thousand.

The CHAIRMAN. Does the committee desire to hear any further testimony this afternoon? Maj. Benedict is here, but I imagine the bill is well enough explained, unless some additional points need clarification. Maj. Benedict has been very closely associated with the preparation of the bill.

Senator SHEPPARD. I suggest that if the major feels that he has something that we ought to hear, that he be allowed to give it to us.

The CHAIRMAN. Very well.

#### STATEMENT OF MAJ. J. L. BENEDICT, UNITED STATES ARMY.

The CHAIRMAN. We will be glad to hear from you, Major.

Maj. BENEDICT. I do not believe there is anything to add to what has been said, unless it is to clear up some of the details and confusion of numbers that happens oftentimes.

The CHAIRMAN. Just what numbers do you refer to, Major?

Maj. BENEDICT. There seems to be an impression that the total elimination that will take place from this bill is 922 officers. That is a fact, as far as the elimination within five months is concerned, but when that first phase of the readjustment is complete it still leaves a surplus of 683 officers that are to be absorbed—taken care of by natural casualties, so that the gross reduction of the Army accomplished by this bill is 1,605 officers. I think that will clear up some of the conflicting statements.

The CHAIRMAN. Then is it a fact that the absorption of those 683 will commence immediately upon the passage of the act, but will take longer than five months to accomplish, or is it intended that that 683 shall not commence to be absorbed until after the five-month period?

Maj. BENEDICT. After the five-month period.

The CHAIRMAN. Then for some little period after the five-month period the necessity for that absorption will slow down promotions somewhat?

Maj. BENEDICT. Yes, sir. It does slow down the promotions. It slows down promotions to the grade of major and the grade of captain. Promotion to the grade of first lieutenant is stopped by a provision of the bill requiring three years' service as a second lieutenant. It would require possibly as much as three years to absorb the additional majors and captains. During that time promotions to the grade of major and captain would be stopped.

The CHAIRMAN. For about three years?

Maj. BENEDICT. Yes, sir.

Senator FLETCHER. Why not eliminate the whole 1,600 in this bill?

Maj. BENEDICT. One objection that I have heard a great deal of is that we have some boy majors in the Army, and we have some captains that are entirely too young for their grade. In other words, rapid promotion took place, and it has advanced some comparatively young officers to those grades. This bill proposes an absorption and will stop that promoting and allow those men to get 9 or 10 years' service before they are promoted to the grade of major; six or seven years before they are promoted to the grade of captain. Meantime we will have had the services of these additional majors and captains as they are called in the bill, to offset our shortage of lieutenants, because we can not procure these new lieutenants all at once, and it must be done slowly and gradually. So, avoiding this entire elimination at one time works out to our general advantage in every way by giving us the services of officers that are needed by slowing up promotion in the places where it really needs slowing up, and by avoiding too great immediate elimination.

The CHAIRMAN. What is the plan, if you are able to say, Major, about bringing in second lieutenants. What is the number of second lieutenants?

Senator FLETCHER. Five thousand seven hundred and thirty-five lieutenants, including first and second; not to exceed 3,515 first lieutenants.

Maj. BENEDICT. Two thousand two hundred and twenty second lieutenants would be the maximum we could have.

The CHAIRMAN. How long do you contemplate it would take to get those?

Maj. BENEDICT. Well, I do not believe we could bring in more than 1,000 officers in a year if we wanted to, unless we had a windfall such as receiving the graduating class from the Naval Academy, or something like that.

The CHAIRMAN. Has the Army got its eye on that graduating class?

Maj. BENEDICT. Everyone has. But this bill will bring down the strength of the Army to about 12,000, and we have put in here the limiting strength of 13,000 for the fiscal year 1923, the idea being that by the end of 1923 we could probably get in 1,000 lieutenants from all sources.

The CHAIRMAN. Bringing it up to 13,000?

Maj. BENEDICT. Bringing it up to 13,000. And then if the appropriations for the succeeding years permit, we would go on and add to that until we get the commissioned strength built up.

The CHAIRMAN. Built up to 14,000?

Maj. BENEDICT. Built up to 14,000. Thereafter we will have to bring in, under more or less normal conditions between five and six hundred officers each year to offset the normal losses that occur in peace times.

The CHAIRMAN. And under the statute they must all come in in the grade of second lieutenant?

Maj. BENEDICT. Yes, sir.

The CHAIRMAN. Except in the Medical Corps?

Maj. BENEDICT. Yes, sir; and possibly one or two appointments in the Judge Advocate's Department.

Senator FLETCHER. If this class is not allowed to graduate at Annapolis, is it your idea that they may at once go into the Army as second lieutenants?

Maj. BENEDICT. Well, as far as the department has progressed, it was to consider extending to them an opportunity to make application for appointment in the Army in case they are not commissioned in the Navy, the idea being upon receipt of their applications to investigate into their class standings, physical qualifications, etc., and then if they are qualified to tender them appointments.

Senator FLETCHER. That is, as second lieutenants?

Maj. BENEDICT. Yes, sir.

Senator FLETCHER. None higher than that?

Maj. BENEDICT. No, sir. Tender them an appointment as a second lieutenant; under the provision of this law that would keep them there for three years.



The CHAIRMAN. Do you want to emphasize anything else, Major?

Maj. BENEDICT. I just wanted to invite attention to one thing that you brought up in connection with the enlisted service. You will perhaps notice that in the proviso of that same section it provides for constructive service for men who have attained their positions other than through the normal course of promotion. The whole spirit of that section was not to go into the differences of the route by which a man came to where he is, as to whether he was an enlisted man for a number of years, or whether he was a cadet; whether he was appointed in 1920, or what. In other words, to try to avoid all the immense number of difficult questions that are brought up when you start in giving constructive service, by simply saying that we recognize each man is there. We do not care what the route is by which he got there. He is next to a man who arrived by normal course of promotion, and we will credit him with the same length of service. Now, of course, if you are making allowance for any enlisted service you are pulling down that whole structure, and you will have to take into consideration any number of things that have not been thought of, such as cadet service; service at the training camps undergoing instruction to become an officer; National Guard Service, contract medical service, and everything like that.

The CHAIRMAN. That is the difficulty I was thinking about.

Maj. BENEDICT. Any number of things will be brought up if the principle is once departed from.

The CHAIRMAN. Any other questions that you gentlemen wish to ask?

We are very much obliged to you, Major.

(Whereupon, at 4.10 o'clock p. m., the committee adjourned to meet at the call of the chairman.)





# REDUCTION OF COMMISSIONED PERSONNEL.

FRIDAY, MARCH 3, 1922.

UNITED STATES SENATE,  
COMMITTEE ON MILITARY AFFAIRS,  
*Washington, D. C.*

The committee met, pursuant to adjournment, at 10.30 o'clock a. m., in the committee room, Capitol, Senator James W. Wadsworth, jr. (chairman), presiding.

The committee took up for further consideration Senate bill 3113, to reduce the number of officers of the Regular Army, and for other purposes.

## STATEMENT OF MAJ. GEN. M. W. IRELAND, SURGEON GENERAL OF THE ARMY.

The CHAIRMAN. Gentlemen, the committee has under consideration Senate bill 3113, a bill to reduce the number of officers of the Regular Army. We have already heard from the Secretary of War and from General Pershing as to the general purposes of the bill; but quite a little of it is devoted to the Medical Department, and in a sense special provisions are inserted for the Medical Department, and I would like to have your view as Surgeon General on the present obligations of the commissioned personnel of the Medical Department, and we would like to have you tell us why it is that it is proposed in the bill that the number of medical officers shall not be reduced proportionately.

General IRELAND. Senator, if you will allow me, I would like to state that I approve of the provisions of this bill in principle, as they apply to the Medical Department as a whole. There are a couple of things I would like to mention which I believe should be inserted in the bill.

In the question of retirement, in computing service I think the dental surgeon and the veterinary officer should be given the credit that he is now given by law. The present law allows the dental officer to count all of his time as an acting dental surgeon and contract dental surgeon, and the veterinary officer is entitled to count all of his service to the Government as a veterinarian. If that is not continued in the law——

The CHAIRMAN (interposing). In the proposed law?

General IRELAND. Yes, sir. In the proposed law many of the veterinary men and dental men might retire with a great deal less service than they really have at the present time under the law. At the time they were rendering this service there was no Dental Corps or Veterinary Corps, and when these corps were organized it was considered only just that they should be given credit for the service they had already rendered. We have a good many men of the Medical Corps at the present time who have had a considerable service as contract surgeons, and in the application of this proposed law we think it would not be amiss to give them credit for that service just for purposes of retirement.

There is another provision of the law that I think might be considered, and that is the number of officers you are allowing as veterinary surgeons. The veterinary service was organized by the act of June 4, 1920, and they were allowed 175 officers, which number was never considered sufficient, as you will remember, to perform the veterinary service of the Army. We thought at that time that we were going to employ reserve officers to assist in accomplishing this service. The veterinary men say they can take care of about 38,000 animals with 175 officers and carry on the food inspection and the other work they must do. To cut them down to 144 officers will just be multiplying the difficulties they are working under now.

The CHAIRMAN. How many animals are you taking care of now?

General IRELAND. Fifty-seven thousand animals now.

The CHAIRMAN. Are they falling behind in their present work?

General IRELAND. Oh, yes; yes. There are calls from every part of the Army for additional veterinary men. The demands are most insistent, in spite of the fact that the War Department has notified the Army officially that the number of veterinary officers allowed by law is all that is going to be provided for the veterinary service. When this was decided, I asked the department to do that, because I thought it was only fair that the Army should know that the veterinary service was to be restricted and could not meet what the Army thought they ought to have or what the War Department believed should be given.

Now, so far as the Medical Corps is concerned——

The CHAIRMAN (interposing). Let us see just a moment, so that we will get our ideas correct on the record. This bill provides that the Medical Corps shall be reduced to 1,053 officers, the Dental Corps to 177, and the veterinaries to 144.

General IRELAND. Yes, sir.

The CHAIRMAN. Now, can you give us first the strength of the Medical Corps at present?

General IRELAND. The strength of the Medical Corps at present is 1,140 officers, and it is proposed to reduce it to 1,053.

The CHAIRMAN. About 90 reduction.

General IRELAND. Now, 1,053 is the authorized strength for an Army of 150,000 men. That figure was based upon a letter I addressed to the General Staff last October, in which I went into detail as to the handicap the Medical Department was laboring under in meeting its mission under the June 4, 1920, act, and demonstrated conclusively and placed each medical officer in the position he should occupy, that we should have 1,425 medical officers to meet the demands that were being made on the Medical Department then.

I think the War Department agreed to that letter in principle and thought there ought to be relief. As a result, when this bill was drawn, without consulting me, they made the strength of the Medical Department that of 150,000 men, regardless of any reduction that might take place in the future.

I want to say in explanation of that statement, that I was consulted with regard to this bill before it was sent to Congress, but they had agreed to the number of medical officers without any insistence on my part—that is the point I wish to make. The reason for that is that the overhead for a small army, from a medical standpoint, is almost as large as the overhead for a large army. The distribution of an army of 150,000 is practically the same as the distribution of 280,000 men. The number of posts is in effect the same, and the demands that are made on the Medical Department for our stations in the foreign possessions are practically the same.

The difference between 150,000 and 100,000 men, even, would be a negligible quantity in the number of medical officers we are called upon to furnish.

In addition to that, under the act of June 4, 1920, we have been called upon for many activities that we were not called upon for before, such as the R. O. T. C. units, the National Guard, the Organized Reserves, and the civilian training camps. All of those activities are new and make tremendous calls upon the Medical Department.

The reason why we should be given that number of medical officers is so perfectly plain to me that I think it is a difficult problem to get over to those who may not be acquainted with the overhead that is called for in the distribution of the Army.

If you will permit me, I would like to give you just a little review of the history of legislation for the Medical Department, which goes back quite a few years.

The CHAIRMAN. Very well.

General IRELAND. About 30 years ago the Medical Department had 192 officers, with many contract surgeons. As posts were abandoned on the frontier they abolished the contract surgeons on the 30th of June, 1892, and the Medical Department got along with its 192 officers from that time. In 1893, in a fit of economy, Congress reduced the Medical Corps of the Army by 15 officers, taking them off at the bottom. When war was declared in 1898 the Medical Department was prepared for the emergency by restoring these 15 officers.

The CHAIRMAN. I see. I recollect the results.

General IRELAND. And we went through the war with that preparation. Now, in the 1901 bill reorganizing the Army the Medical Corps was increased to 321 officers, from 192. Most of them were put in at the bottom, so that there was no prospect for adequate advancement for a doctor entering the corps. As a result many of our best men resigned and we could not get others to come in.



This was taken up with Mr. Root before he left the office of Secretary of War, and he gave his very cordial support to correcting this mistake. It resulted in a campaign that extended over four years, until April, 1908, when we were given substantially our present organization by the act of April 23, 1908.

We had to show during this campaign where we were going to place the number of medical officers we were going to have, and the statement was made that there would be changes in the Army and maybe these demands would be reduced. There have been many changes in the Army, and there has always been a greater demand for medical officers, Senator, always. There has never been a time when there was a less demand. The demand for medical officers to-day is greater than it ever was before. I know I can be substantiated by Colonel Benedict, who is here, and who handles this proposition, that the demand to-day for medical officers is greater than it was a year ago to-day.

The great problem before the Medical Department to-day is the training proposition, and taking care of the men who go to the summer camps—public health work. It demands a tremendous number of medical officers, and if we are given just a fair show I think we can give a good account of ourselves.

The CHAIRMAN. Was there anything in section 3 which had special application to the Medical Department that you cared to comment on? You see that promises an excess, as I understand it, for the time being of 32 additional officers in the Dental Corps.

General IRELAND. Yes, sir.

The CHAIRMAN. And 40 in the Medical Administrative Corps?

General IRELAND. Yes, sir. I think that can be handled in a satisfactory way. It eliminates a certain number of officers, and the others will be absorbed. I might say that the dental problem is equivalent on a smaller scale with the problems of the Medical Corps of the Army.

The CHAIRMAN. Then these two numbers, 32 of the Dental Corps and 40 of the Administrative Corps, are the ones to be absorbed?

General IRELAND. They are the ones to be absorbed by retirements and otherwise.

The CHAIRMAN. From natural causes?

General IRELAND. Yes, sir.

The CHAIRMAN. The remainder are to be retired within the five-month period?

General IRELAND. Yes, sir.

The CHAIRMAN. Was there anything else in the bill that you cared to comment on?

General IRELAND. No, sir. I think the bill is an excellent one.

The CHAIRMAN. Are there any questions which the Senators would like to ask of the general?

Senator SHEPPARD. General, how many medical officers have you now?

General IRELAND. One thousand one hundred and forty-one. I gave that a while ago.

The CHAIRMAN. That is in the Medical Corps.

General IRELAND. I am talking about the Medical Corps.

Senator SHEPPARD. What will be the effect of the bill on them?

General IRELAND. It reduced it to 1053. We are going to absorb 88 medical officers in five months.

Senator SHEPPARD. What is your view as to that reduction and the advisability of it?

General IRELAND. We can use all of the medical officers we have now and more, too, but I think we can make that reduction in a satisfactory way.

Senator PEPPER. Mr. Chairman, if I understand the general's statement, it is to the effect that the numerical total of the military force of the United States is not to be the decisive factor in determining what the strength of the medical staff should be, but that it has to do with the distribution of the military forces, and that as long as a distribution remains substantially static you can not reduce your medical force to correspond with the mere numerical reduction of your total.

General IRELAND. Exactly. So far as distribution is concerned, that is true, and then the question of training is an additional problem of the Medical Department. You have it exactly.

The CHAIRMAN. In other words, if you have 150 men at an Army post you will have to have a medical officer there.

General IRELAND. If there is one company, there must be a medical officer.

The CHAIRMAN. And if that number was reduced to 100 men, you would still have to have your medical officer?

General IRELAND. Yes, sir; or 75.

The CHAIRMAN. Although the reduction is 33 per cent.

General IRELAND. Yes, sir.

Senator PEPPER. I wanted the general to develop a little bit his thought on the subject of the importance of the medical service to the training-camp preparation which is contemplated.

General IRELAND. That is the last statement I made. That is one of the great problems of the Medical Department. It is a problem of preventative medicine. The examination and the protection of these men while they are in camp and the advice which can be given to them while they are there as to what should be done when they go back home, is something that will be of tremendous advantage, not only to the young man in preparing him for his usefulness as a citizen, but for the country at large. It is one of the great problems, I think, before the Medical Department to-day. We have passing through my office now a really great public-health problem, which, if we had the officers and clerical force to handle it properly, could be made of immense value to the officer personnel of the Army. The reports of annual physical examination of the thirteen or fourteen thousand officers of the Army are being examined. Several hundred are being reviewed each day. Many of them show variations from the normal. If each officer could be taken personally and given professional advice as to methods of living and corrective measures which should be taken, the net results would be of immense value to the Army and to the commissioned personnel. But such work absorbs medical and clerical personnel which are not available. Now, the same thing can be done with these young men who are examined physically who come into camp each summer. They can be given advice as to their teeth, their tonsils, their feet, the repair of hernias, and about many other abnormal conditions which would be of tremendous value to them in afterlife; just as the mobilization of the National Army during the war was of great value from a physical standpoint to the men who came into our camps.

Senator PEPPER. And if we are going to do that at all, we might as well do it right, with efficient medical service, and really solve the problem of public health.

General IRELAND. Senator, if it is not done in the proper manner, it is going to cease very soon. If you take these young men in camp and let them have an epidemic of typhoid fever, or some other epidemic that is purely preventable, I think the camps will cease in a very short time.

Senator PEPPER. Yes.

Senator NEW. I think the experience of the Army in 1898, not through the inefficiency of the Medical Corps at all, but through the inadequacy of the Medical Corps, ought to stand as a warning and as an example to the United States for all time to come. It justifies the very point you make and bears it out absolutely. The trouble then was that you did not have an adequate medical staff, and men died in that war by the hundreds and even by the thousands, whose deaths could have been prevented if you had had the medical staff in the early stages of their enlistment and mobilization to have established proper preventive measures.

General IRELAND. Senator, I think the most illuminating problem in preventive medicine is the study of conditions in 1898—the advances which have been made since that time, and then apply these advances to the preventable diseases during the mobilization for the World War. In that little Army, for the mobilization in 1898 was a small one, we had thousands of cases of typhoid fever—more than 20,000. In the World War mobilization of more than 4,000,000 men, many of them living in trenches in France, we had less than 1,400 cases of typhoid fever. In the small Army of 1898 we had 2,200 deaths from typhoid fever. In the tremendous Army of the World War we had 215 deaths.

The CHAIRMAN. From typhoid?

General IRELAND. From typhoid. When it comes to dysentery we had 42 deaths in the mobilization for the World War; we had 13 deaths from malaria; and, I think, there were 3 or 4 deaths from smallpox. It is all the preparation. We can protect troops that are mobilized from purely preventable diseases if given trained personnel.

Senator NEW. There were 2,200 deaths in 1898 from typhoid?

General IRELAND. From typhoid alone.

The CHAIRMAN. Ten per cent died from typhoid.

Senator NEW. That is just what I was going to bring out. It was nearly 10 per cent of the entire force, was it not, which died of that one disease?



General IRELAND. It is a dreadful commentary.

Senator NEW. I saw them die by the hundreds where I was. More men died in that camp from typhoid fever than died as the result of wounds—killed in action or resulting from wounds—in the one real battle of the war. I mean at that one camp.

Senator SHEPPARD. As I understand it, General, you can not well go below the number fixed in this bill without crippling the usefulness of the service?

General IRELAND. Yes, sir; I think that is a very modest statement, Senator.

Senator SHEPPARD. No matter if the Army should be materially reduced in numbers?

General IRELAND. I think with an Army of 75,000 men, that is a perfectly modest statement.

Senator SHEPPARD. That is what I wanted to bring out.

General IRELAND. Yes, sir.

The CHAIRMAN. Are there any other questions? Do you care to emphasize anything else, General? We will be very glad to have your views on anything that you think is important.

General IRELAND. No, sir.

Senator SHEPPARD. I suggest that if anything else occurs to the General, that he let us know of it by written communication.

The CHAIRMAN. Yes, sir.

#### STATEMENT OF MAJ. J. L. BENEDICT, GENERAL STAFF.

The CHAIRMAN. I think I might say to the committee that Major Benedict has made an especial study of this problem of commissioned personnel, its distribution, and especially of this problem of its reduction, and while we have had very interesting and complete and authoritative statements from the Secretary of War and General Pershing, there are a good many phases of it, detailed in nature, but nevertheless important, which I think the committee would like to hear about from an officer who has made an especial study of it; and, if the committee is agreeable, I am going to ask Colonel Benedict to proceed in his own way and give us a more intimate insight into this problem of reducing, in a satisfactory way, the commissioned personnel and its redistribution in grades.

Major BENEDICT. Mr. Chairman, I think probably that would be best accomplished by following through the text of the bill.

As you know now there are authorized under the law 16,677 officers. The first section of the bill proposes to establish a new maximum number of 14,000, and what the War Department considers a suitable distribution of that 14,000 into various grades and branches of the service. In arriving at the distribution in the first section, it was decided, without regard to further reduction of the enlisted strength, as General Ireland has stated, that the Medical Department should remain about as now authorized. That number and the number of general officers being deducted from the 14,000 left about 12,400 officers for what is known as the single list; that is, it left that number of officers subject to promotion by seniority and for distribution in various grades. The distribution in grades is stated in section 1 of the act. In accomplishing that distribution we did not change in any way the percentages established by the present national-defense act; for instance; the present act authorizes 4 per cent of the officers promoted by seniority to be colonels. The number, 494, proposed in this act, is 4 per cent of the total.

Now, having decided on a distribution of the officers by branches of the service and by grade, the problem, of course, was how to pass from the present distribution to the new one. In section 2 the first step in the problem is solved; that is, to stop promotions, so far as promotions by seniority are concerned. No reduction is proposed in the grade of general officer, nor are promotions made by seniority to that grade. Consequently, that grade is excepted from the section.

The promotion to the grade of general officer is entirely a matter of selection, and not seniority.

You will find also a proviso in that section which says that there shall not be any cessation of promotion in the Medical Corps. There, again, promotion is not by seniority, but is granted upon the expiration of a fixed number of years of service.

Promotion having stopped, then the problem is to reduce the number of officers that we have down to the new number. You will find in section 2 a provision that on the date of the approval of the act any vacancy not actually filled by the acceptance of a tendered appointment shall not be filled. At practically all times we have vacancies in the various grades. For instance, to-day, I believe, there are eight vacancies in the grade of colonel. Certain administrative difficulties have prevented the promotion of the senior officer entitled to one of those vacancies, and he is holding up the other seven below him. So this bill will actually accomplish a part of the necessary reduction by merely failing to fill such vacancies as may exist on the date the bill is approved.

Section 3 prescribes the numbers to which reduction is to be made at once. The numbers are the same as in section 1, except in the grades of major and captain, among the officers promoted by seniority. There the proposition is to hold 194 additional majors and 395 additional captains. The reason for that—in fact, there is more than one reason for it. In the first place, the reduction to be made, even retaining those additional officers, will bring us down to about 12,000 officers. We have 12,900 in the Army now, and we are not supplying the demands. Continual calls are coming in for more officers for the National Guard and for the Organized Reserves, principally—those being the activities that are short.

So that while we are building up in the grade of second lieutenants, it is proposed here to hang on to 194 majors and 395 captains, the numbers, of course, being gradually reduced as casualties occur.

That has an additional advantage of stopping promotion to the grade of major and to the grade of captain while these men are being absorbed, and will hold up promotion possibly three years.

It is generally recognized that officers are now being promoted to the grades of major and captain on too short service.

The same section provides that the number of first lieutenants may be reduced to such number as the President may deem advisable. Our present number of first lieutenants is below the number that we propose to have in the readjusted personnel. Consequently, no reduction is necessary. That is merely put in there to give the President authority, while we are making this general readjustment, to discharge or retire any first lieutenants that the board might discover who would be of little further use on the active list.

Section 4 provides for a board of five general officers, who are to select the supernumerary officers in such numbers as may be necessary, in addition to officers removed from the active list by other means, to reduce not to exceed the number to which reduction is to be made within five months of the date of the approval of the act.

I would like to call special attention there to that phraseology, that they select the number necessary in addition to those which will be removed by other means. There seems to be an impression, for instance, that we were going to force 105 colonels out of the Army; that this board would select about that number. As a matter of fact, an analysis of the situation which I made just the other day indicates that we have now eight vacancies. If the bill should pass before those vacancies are filled, they would not be filled, and we would gain eight in that way. We have seven colonels who are on leave, whose retirement has been approved, some of them on their own application and some for physical disability. We have three general officers whose retirement has been approved and colonels will be promoted, and we will gain three in that way. We have now 20 colonels before retiring boards, and we have 4 or 5 provisionally in class B. That gives a total of about 44 colonels that we are going to get rid of by natural causes.

The CHAIRMAN. That is assuming that all 20 which you have mentioned who are before retiring boards will be retired.

Major BENEDICT. I might say that the few now before retiring boards who are not retired will be offset by others to go before the retiring boards. There are several who will go before retiring boards besides those now there. So that I think it is safe in saying that the normal loss due to physical retirement will be 20.

The CHAIRMAN. Then you figure, instead of 105 compulsory selective retirements by the board of 5 general officers, there will be more apt to be about 60?

Major BENEDICT. Yes, sir. That brings it down to about 60. We have 275 colonels in the Army that have over 30 years' service and are entitled to retire upon their own application. If a reduction is made in the Army, I believe it is perfectly apparent that some of those are going to retire. There are a



good many of them that know what their standing is. There are a good many of them that are disinclined to be sent on foreign service, and for one reason or another we are bound to get some applications from that 275. That will still further reduce the 60 to be selected by the board. If we can reduce it 24 by that means, it will get us down to about the number of colonels we now have in the Army whose efficiency ratings are below average.

So that as far as that grade is concerned, it does not appear that it is going to work any great individual hardship to carry the provisions of the bill into effect.

There is a similar analysis with respect to the other grades, and in no case does it appear that the forced elimination will be much greater than 60 per cent of the total reduction to be made in any grade.

Another thing I wanted to call your attention to in that connection is section 5 of the act, which provides for still more voluntary applications for retirement. It simply provides that the President may retire any officer or discharge any officer who applies for it within the reduction that is to be made by this bill, with a graded retirement pay of 3 per cent for each year of commissioned service, or with one or two years' pay if he has less than 10 years' commissioned service.

Undoubtedly there will be applications from that source. That means a still further decrease in the forced reduction of the Army. By forced reduction, I mean selecting officers and retiring or discharging them against their wishes.

There is a provision added to that section that hereafter the President may place upon the retired list any officer who under existing law may be retired on his own application. That is a continuing provision of law. However, it has one application to this reduction that is contemplated, in that it would place the President in the position of making any reduction he may see fit to make among the general officers. Practically all of them have over 30 years of service, and it would put him in a position of making a reduction there if he saw fit to do it.

In section 4, page 4, lines 1 and 2, there is a statement which I believe ought to be made clear. It is "To reduce not to exceed the numbers to which reduction is required to be made in section 3 of the act." In other words, we must come down to those numbers. We may go further.

In connection with section 5 and in accordance with the wishes of the Secretary of War, as expressed before the committee, it would be very proper, I think, to somewhat amend that section by a proviso that hereafter no retired officer should in time of peace be employed on active duty for which an officer on the active list is available or qualified.

Section 6 provides for the remuneration or compensation, rather, of the officers retired or discharged. Where an officer has attained his place normally, it is a simple problem. He has a certain number of years of commissioned service and he is credited with that service and receives 3 per cent of his pay for each year of his service.

The CHAIRMAN. If he has had more than 10 years?

Major BENEDICT. Yes; provided he has had more than 10 years of commissioned service. If he has had less than 10, the proposition is not to place him on the retired list, but to compensate him in a lump sum and discharge him. Having over seven and one-half years of service, the proposition is to give him two years' pay, but with less than that to give him one year's pay.

The difficult thing to do is to give the credit for constructive service to men who have not attained their places in the normal course of promotion. Under the act of June 4, 1920, we brought into the service about 5,000 officers. A number of those are now on the promotion list. The idea in giving them credit was to pay no attention to how they got there. They are there, and to give them the same credit as a man on that list who attained his place in due course of promotion.

I might say that the omission of credit for contract service in the Medical Department was purely an oversight. That was not intentionally omitted by the War Department in the preparation of this bill.

The CHAIRMAN. Do you suggest that it should be taken care of by an amendment?

Major BENEDICT. Yes, sir; I have one drafted, and I would like to present it. The question was raised before the committee at the last hearing as to the effect of counting enlisted service, in the case of men being retired or discharged. Of course, it is very difficult to say how many men of that class

would be selected. A computation has been made on that and under certain average conditions assumed, it was found that the additional cost of counting enlisted service would be about \$2,950,000. That would be spread over a period of 22 years, making their additional cost about \$147,500 per year. It is not only an expensive proposition, but it hardly seems just that enlisted service should be given the same credit as commissioned service toward retirement.

A number of suggestions have been made that it be counted as one-fourth or not more than one-third. A man who had eight years' enlisted service, that he be given credit for two years' service. That would increase his retirement compensation by 6 per cent. If that service is counted, however, it probably will be necessary to include cadet service and service of field clerks, those two services being certainly of as much value to the Government as the enlisted service.

Section 7 provides that there shall be no appointments in the Medical Department that will cause the number of officers of any branch thereof to exceed the number prescribed for such branch in section 1 of the act or that will cause the total number of officers of the Medical Department to exceed 1,445, exclusive of general officers now commissioned therein.

In section 1 there is a provision that we make an immediate reduction in the Medical Department that does not bring us down to the number we are eventually to have. There are some additional officers of the Dental Corps and of the Medical Administration Corps that are going to be held on for a process of absorption. The effect of this section will be to hold down the other branches of the Medical Department until that absorption has taken place by holding a vacancy in one branch for each surplus officer in another.

Now, as has been stated, this act would bring us down to, in round numbers, 12,000 officers in the Army, and we can not supply the demands now with 12,900. We have not approached our peak load, which comes during the summer training season. So that section 8 was put in the bill, to the effect that whenever the total number of officers of the Regular Army shall be less than the maximum number authorized by this act the President may in his discretion order reserve officers to active duty with their consent within the limit of funds available appropriated for pay of officers of the Army. The idea behind that is to call young reserve officers into active duty during the summer months to help carry the peak load of training. We can call them now for only 15-day periods and within the limit of funds that are specifically appropriated for that purpose. This section proposes to also make available any funds that may be saved on the pay of officers of the Regular Army, which under existing law could not be used for the purpose of paying reserve officers. Section 9 of the act—

The CHAIRMAN (interposing). Just a moment, Major. You say that this bill accomplishes a reduction to 12,000?

Major BENEDICT. Yes, sir.

The CHAIRMAN. It is contemplated under the bill that they shall be built up again to 14,000 by the commission of a greater number of second lieutenants.

Major BENEDICT. Yes, sir. This would reduce to 12,000 officers, all of whom would be in grades above second lieutenant, about 3,000 of them would be first lieutenants, and it is contemplated starting in at once building up from the bottom, appointing second lieutenants, with a view to getting up by the end of the fiscal year 1923 to about 13,000 officers and going beyond that up to the maximum of 14,000 in the following fiscal year, if the appropriation permits.

Section 9 simply accomplishes a distribution of officers to branches of the service. It does not change the proportionate distribution now authorized by the national defense act. The Infantry, for instance, would have the same proportion of officers on the promotion list that are now authorized by the national defense act, our reduction being 82.4 per cent for each branch. I mean the reduction is 17.6 per cent, which brings us down to 82.4 of what is now authorized.

The present national defense act authorizes the President to increase or diminish any branch by not to exceed 15 per cent. This act proposes to raise that 15 per cent to 35 per cent.

The CHAIRMAN. That is in the case of officers?

Major BENEDICT. In the case of the officers only. That is put in there to give the War Department the latitude that we feel is necessary in readjusting



and putting into effect such a reorganization of the Army as will be necessary with reduced numbers.

The CHAIRMAN. How many second lieutenants have you now?

Major BENEDICT. We have no second lieutenants now on the promotion list. The only second lieutenants in the Army now are those in the Medical Administrative Corps and the Veterinary Corps, who are not entitled to their promotion until they complete five years of service.

Senator NEW. Under the present law?

Major BENEDICT. I think there were four or five second lieutenants of the Veterinary Corps recently appointed.

Senator ROBINSON. How does it happen that there are no second lieutenants?

Major BENEDICT. There have been a number appointed since this act was approved.

The CHAIRMAN. June 4, 1920, you are talking about?

Major BENEDICT. Yes, sir; the day they are appointed, however, there is a vacancy for them in the next grade, and under the law as interpreted by the Secretary of War, a man is entitled to promotion by seniority when a vacancy occurs or exists in the grade above, so that as fast as second lieutenants have been appointed they have been promoted up to the grade of first lieutenant.

The CHAIRMAN. The trouble has been that the whole distribution in grades has been based upon an aggregate number of officers of 16,600 and something, whereas they only have actually 13,000 officers. That is all Congress would appropriate for. Promotion runs on just the same, mandatorily, and the grade of second lieutenant has been sucked dry. Colonels are kept filled, and lieutenant colonels filled.

Major BENEDICT. I might say that if there is no change in the law, that condition will continue. We have now about 1,000 vacancies in the grade of first lieutenant, and, as the law is being interpreted, the next 1,000 men that we bring in as second lieutenants would step into those vacancies unless there is some change. This law proposes to prevent that by requiring a second lieutenant to serve at least three years in that grade before he may be promoted.

Senator ROBINSON. Do they serve now any length of time, or are they immediately promoted after appointed?

Major BENEDICT. They are promoted at once.

Senator ROBINSON. It is equivalent to appointing him to the grade of first lieutenant?

Major BENEDICT. Yes, sir.

The CHAIRMAN. Is there any detailed information concerning the present assignment of officers which the committee would like to have from Major Benedict, or is it content to rest upon the rather general view of it given by General Pershing the other day in his testimony?

Senator NEW. I am personally satisfied with that.

The CHAIRMAN. I think it would be a good plan, if the committee does not object, that we have included in this hearing this set of tables which shows down to the last officer the character and duty to which the officers of the Army are assigned, and also the enlisted men in the different branches and details.

Major BENEDICT. I might say in that connection that at the last hearing General Pershing was requested to have prepared and to furnish the details showing the present distribution of officers by functions. That will be sent back with his correction of testimony.

The CHAIRMAN. Then perhaps we had better postpone putting this in. Are there any questions that the members of the committee would like to ask Major Benedict? Then we are very much obliged to you, Major.

(Whereupon, at 12 o'clock m., the committee adjourned.)





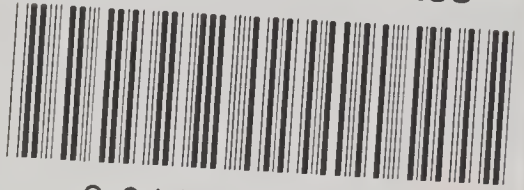








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